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THE UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES AND RESEARCH

GENERAL AND SPECIFIC ENVIRONMENTAL CONDITIONS IN
RELATION TO COMMUNITY EDUCATION DEVELOPMENTS
IN CANADA'S PROVINCES AND TERRITORIES

by



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ABSTRACT

The major purpose of the study was to investigate the development of community education in Canada and describe the environmental conditions which impinged upon the Department/Ministry of Education in each province and territory regarding community education. In order to accomplish this purpose a number of specific tasks were delineated and several questions addressed. The latter were derived from the literature on organization theory and community education. Respondents for the study included Deputy Ministers of Education in each province and territory and a number of individuals who were identified as 'most knowledgeable' regarding government policy with respect to community education.

Information related to the development of community education in each province and territory was obtained by means of a questionnaire whereas information related to ways in which general and specific environmental conditions impinged upon Departments/Ministries of Education was acquired through interviews, documents, publications and memoranda. These data were utilized in (1) assessing the importance of selected characteristics of community education and community schools; (2) identifying factors considered essential to the development of community education; (3) constructing profiles demonstrating the development of community education in each Canadian province and territory; (4) identifying ways in which general environmental conditions impinged upon Departments/Ministries of

Education with respect to community education; (5) identifying ways in which specific environmental conditions impinged upon Departments/Ministries of Education in relation to community education; (6) identifying ways in which general environmental conditions impinged upon relationships between Departments/Ministries of Education and other organizations with which they had contacts in relation to a common interest in community education; (7) presenting the study findings juxtaposed with community education literature, and (8) suggesting a definition and organizational structure for the further development of community education in Canada.

In addition to providing a description of community education developments in Canada and of the ways in which selected environmental conditions impinge upon Departments/Ministries of Education the study revealed that (1) the terms *community education* and *community school* were generally synonymous; (2) community education was largely oriented towards programs and activities for adults; (3) community education was perceived as a way of making more efficient use of *all* community facilities; (4) regional differences and needs were reflected in community education developments, and (5) a number of environmental conditions (legal, political and economic) tended to inhibit Department/Ministry of Education efforts in facilitating community education developments while other conditions (ecological, cultural and demographic) prompted Department/Ministry of Education participation in community education developments.

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Chapter 1

INTRODUCTION

Purpose of the Study

The purpose of this study was to investigate the development of community education in Canada and describe the environmental conditions which impinged upon the Department/Ministry of Education in each province and territory regarding community education.

Specific Tasks

The study purpose was divided into specific tasks and these were:

1. To describe community education in each of Canada's provinces and territories;
2. To describe various environmental conditions which impinged upon the Department/Ministry of Education in each province and territory regarding community education;
3. To provide an overview of community education in Canada, and
4. To compare the findings of the study of community education in Canada with some of the literature describing community education in the United States of America.

I. SIGNIFICANCE OF THE STUDY

A recent educational development in Canada is the concerted effort to make schools more relevant to the particular community in which they are located by extending the activities of schools to include all members of a community. Many schools are becoming "community oriented."

The words *community school* or *community education* remind many people of the one room rural school which was often a central place for community gatherings, and was used extensively after school hours by the neighbouring community. Although this concept from the past has some claim to the title of 'community school' it may be noted that these schools were not the same as the community school in some areas of Canada in 1976. In comparing the 1970's community school with the 'Lighted Schoolhouse,' as the one room rural school was sometimes called, Melby (1971) makes three major observations.

1. Opening the school at night has often had little or no effect on the day program for children. Proponents of community education and the community school claim that opening the school in the evening for adult use after school hours is not enough. Community educators believe that the evening programs are only a *part* of the total community school program.

2. People who have been reached through evening programs are usually those who constantly take advantage of other resources in their environment, and therefore in some ways have the least need of

extra programs. Again community educators believe that the community school is a school which attempts to meet the educational, social, recreational, vocational and avocational needs of all members of the community.

3. The final point made by Melby (1971) is that the 'Lighted Schoolhouse' has failed to stimulate community action. The community school, on the other hand, is a vehicle for citizen involvement in identifying and solving neighbourhood problems.

The need to bring schools and society closer together is a growing concern among people of various disciplines. In Future Shock Alvin Toffler (1970) discusses education and its role for the future. He postulates a need for a 'Council of the Future' in every school and community. This council would probe the future and help structure education accordingly. Toffler is not alone in his challenge for social relevancy within educational planning.

Shane (1973) interviewed 82 leading futurists in America and England and found a consensus that education should become more closely linked with the real world. Suggestions made by the futurists Shane interviewed concerning changes to be made within our educational systems included:

(a) Creation of ways in which children and youth can become of greater value to the community through work-service programs sponsored by the school and involving adults in the vicinity.

(b) Use of the community itself as a huge teaching aid by means of which many forms of learning can take place. The community would become not an alternative to school but an adjunct to schooling (Shane, 1973:105).

These suggestions seem reasonable in the light of much criticism of current school systems. Kerensky and Melby (1971), for example, believe that schools are deficient in two areas. First, schools fail to educate all members of the community and secondly schools education children in failure. These authors are also adamant that "our very survival . . . depends upon new approaches to establishing a new 'sense of community'."

Finally, contemporary educators such as Holt (1964), Kozol (1967), Glasser (1969), Postman and Weingartner (1969) and Illich (1970), attack education and school systems and charge them with being "impersonal," "irrelevant," "narrow in their curriculum" and "out of touch with societal needs and demands."

Professional educators are well aware of the criticism which is levelled at schools and school systems. For every condemnation of schools and school systems, however, there appears to be an equal amount of acclamation for such trends as "Alternative Schools," "Free Schools," "Non-graded Schools," and "Community Schools."

Evidence concerning the existence of individual community schools and community education programs in various parts of Canada is well documented in educational publications. Among the many reports on community education and community schools in Canada is an annotated bibliography by Corman (1975). In addition to this document are articles describing individual community education programs and community schools in Newfoundland (Duckworth, 1973); in Prince Edward Island (Cameron, 1973); in Ontario (Ferguson, 1974), (Dampier, 1972), (Nugent, 1972), (Whitson, 1973), (Golden, 1973), (Viehbeck, 1974), (Rose, 1973), (Shuttleworth, 1969); in Manitoba

(Smith, 1972), (Schafer, 1972); in Alberta (Pinkney, 1973), (Stahl, 1971), (Kolmes, 1975), and in British Columbia (Dick, 1973), (Gibbons, 1973), (Wormsbecker, 1970) and (Mercer, 1974).

There is also reference to community education and community schools in such Canadian publications as *Adult Education Nova Scotia* (1971), *Ontario Education* (1973) and *Education B.C.* (1971, 1972, 1973).

More specific information calling for the development of community education and community schools by School Boards/Divisions, by Departments/Ministries of Education and by governments is found in the following recent publications:

1. Edmonton Public Schools, "The Community School: A Focus on Living" 1971;
2. The Worth Report (1972);
3. The Graham Commission (1974);
4. Ontario. Legislative Assembly. Select Committee on the Utilization of Educational Facilities: Interim Report Number One and Two (1973);
5. Ontario. Legislative Assembly. Select Committee on the Utilization of Educational Facilities: "What Happens Next Is Up to You" (1975);
6. "Share It: Some Approaches To The Joint Use of Community Facilities," Alberta Departments of Education and Culture, Youth and Recreation (1973).

These reports promote the development of community education in particular areas of Canada. The community education programs and community schools which have been developed, however, usually have no empirical evidence to document their efficiency or value, and, therefore, claims that community schools are proving successful, generally lack substantiation. Research in the field of community education is also lacking in the United States.

In "Community Education: A Developing Concept," Maurice Seay and Associates (1974) note the lack of research in the field of community education and list three factors as possible deterrents to research. First, community educators have been concerned with the practical problems of launching community schools programs and have failed to carefully investigate the uniqueness of their specific situation and then document their progress. They have "borrowed" practices from exemplary models in other locations and in so doing "have often rejected opportunities to contribute significantly to the knowledge in the field." Secondly, there is an absence of theory development in community education. Finally, "colleges and universities have contributed relatively little in the way of substantive data based upon systematic study concerning community education" (Seay, 1974).

With the exception of the 15 doctoral dissertations cited by Totten and doctoral dissertations along with some masters theses included by B. Olsen, most of the works cited are descriptions of experience of practitioners and observers in the field (Seay, 1974:393).

Seay (1974) claims that doctoral dissertations have made the greatest recent contribution to research in the field of community education and he believes they are likely to continue to be a prime source of substantive contributions in the future.

Weaver (1972) and Van Voorhees (1972) also deplore the lack of research in community education.

Practices and programs considered to be essential to implement the community education concept have been universally adopted with little or no empirical evidence regarding their effectiveness (Weaver, 1972:154).

Van Voorhees (1972) concurs with Weaver and he adds that "potentially, the doctoral dissertation is the single greatest contributor to community education research."

The lack of research in the field of community education, coupled with an increasing interest in the concept in Canada, indicates a need for Canadian research in this area. Some research has recently been carried out in Canada regarding community use of school facilities. Master of Education theses by Noland (1973) and Lee (1975) were concerned with various policies and practices regarding community use of school facilities in Newfoundland and Labrador. Similarly, Scott (1972) in New Brunswick, Benzon (1968) in Quebec, and Seaton (1971) and Shostal (1972) in Alberta, discussed community use of school facilities in their M.Ed. theses.

More recent research (1976) conducted in Alberta will add to Canadian research in community education. For example, Murray (1976), Driscoll (1976) and Taylor (1976), researched such topics as government policies regarding community education in Alberta, "the informed thought of experts in Alberta" regarding community education in Alberta, and joint use of facility agreements between school boards and municipalities in Alberta.

These were all M.Ed. theses in educational administration while Sullivan (1976) conducted a comparative study of community schools and "traditional" schools in Alberta as a Ph.D. dissertation.

In 1975 the Annual Conference of the Society for the Study of Education (CSSE) identified community education as one of the nine critical issues facing educational administrators in 1975

(Musella, 1975); highlighting the pressing need for further research in the field of community education.

In summary, the overriding emphasis of the literature quoted, indicates an absence of research in the field of community education. In America particularly, various writers highlight the need for empirical research with respect to; (1) the effectiveness of existing community school and community education programs, and (2) as a basis for theory development in the field of community education. However, in Canada it seems that research should be oriented more towards documenting what community education *actually is* in this country.

The significance of this study, therefore, rests upon the fact that it is a descriptive account of what community education *is* in Canada. The study is further designed to discover the importance of a number of community education components considered essential to the development of community education in America. Finally, the study is an attempt to investigate a number of environmental conditions which may impinge upon community education developments in Canada's provinces and territories.

II. GENESIS OF THE STUDY

The study was part of a larger project conducted on behalf of the Alberta Government's Inter-Departmental Community School Committee. The Inter-Departmental Community School Committee was jointly sponsored by Alberta Government Departments of Advanced Education and Manpower; Education; Culture; Recreation, Parks and Wildlife. After initial meetings, the Inter-Departmental Community School Committee decided to focus upon three major issues. These issues were to:

1) delineate the community education and community school concept; 2) examine inter-departmental and intra-departmental policies relevant to community education and community schools, and 3) coordinate existing policies and make new policies.

A national survey of the "current state" of community education and community schools was included in these issues and the findings of the study were presented to the Inter-Departmental Community School Committee as a description of the present state of community education in Canada. The Committee then intended to make recommendations for policy formation to the Alberta Government regarding community education and community schools in Alberta.

The findings of the study will be sent to Deputy Ministers of Education in each province or territory and others involved in the research.

III. OUTLINE OF THE STUDY

The remainder of the study is organized in the following manner:

In Chapter 2 a review of the literature is provided. Included is a general overview of community education, a history of community education, a discussion of community education in Canada and a review of community education literature in relation to the organizational theory based conceptual framework.

In Chapter 3 the study design is described including a discussion of the major study questions, the nature of the study, the methodology including a conceptual framework, the identification of interviewees and assumptions, limitations and delimitations.

The study findings are presented in Chapter 4, 5 and 6.

In Chapter 7 the study findings are discussed in relation to selected American community education and community school literature, the conceptual framework used in the study is analyzed and a definition of community education in Canada is proposed.

In Chapter 8 there is a summary of the study purpose and methodology, a summary and conclusions concerning the data contained in Chapters 4, 5, 6 and 7, implications of the study and a number of suggestions for further research.

Chapter 2

REVIEW OF THE LITERATURE

In Chapter 1 an introduction to the study was presented including an outline of the study purpose, the significance of the study was discussed, a genesis of the study was presented and the remainder of the study was discussed. The purpose of the study, briefly stated, was to investigate the development of community education in Canada and describe the environmental conditions which impinged upon the Department/Ministry of Education in each province and territory regarding community education.

This chapter presents a review of writings that are pertinent to the study purpose and tasks. The literature is presented in four sections. The first section provides a detailed account of the community education concept, the second section deals with an historical development of community education, the third section provides a brief overview of community education in Canada, and the final section discusses community education literature in relation to several environmental conditions.

I. OVERVIEW OF COMMUNITY EDUCATION

Description of Community Education

Most of the literature concerning community education as a concept or philosophy in North America, comes from the United States.

Canadian authors and community educators have almost unanimously accepted these American writings on community education as a basis for the introduction of community education into Canada. With the great wealth of literature on community education in American, however, comes many different definitions of the concept. Indeed, it seems that each author has his or her own priorities regarding the characteristics of community education while still attempting to include the priorities of other writers in a definition of the concept. Unfortunately this "all inclusive" approach to describing community education leaves the reader with a somewhat confused perspective on the vital features of community education. Finally, community education literature is generally exhortive in nature with little empirical evidence for support.

One of the most prolific writers in the field of community education, Jack Minzey, offers some explanations for the varied understandings and descriptions of community education. Initially, says Minzey (1972), community education meant adding recreational or extra programs for adults, school age children and youth to the existing curriculum. "In fact, the rationale for the existence of community education was based on the improvement of the regular school program" (Minzey, 1972). Minzey (1972) adds, however, that community education meant something different to higher education institutions, community colleges, segregationists, militants, vocational colleges and to individual citizens and school districts.

Rather than community education being an addition to the regular school program, Minzey (1974) says that "the regular school program is only a key part of community education," and that "community education becomes responsible for all aspects of education as it relates to the community" (Minzey, 1972). Totten (1972) claims that "community education is a way of life - a movement towards the establishment of the good society." He concludes that community education is:

. . . the total learning program for all people in the community. It includes the formal, required program for children and youth in the daytime school as well as the optional program for these and other citizens in the community which may be conducted either during daylight hours or at some other time (Totten, 1972:216).

With these exceedingly broad perspectives in focus, writers such as Minzey (1972) and Kerensky (1972), in separate articles, include the following statements in their descriptions of community education.

Community education: 1) is an educational philosophy which has concern for all aspects of community life; 2) involves all citizens in the development of educational goals for their community; 3) has the ideas, wants and needs of citizens put back into the educational system and seeks to expand all types of activities for school-age children and youth; 4) seeks to make the educational program more relevant by bringing the community into the classroom and taking the classroom into the community; 5) mobilizes the vast array of human and physical resources there are available in a community and calls for agencies to coordinate efforts for the common benefit of all individuals and the community; 6) includes

equal educational opportunities for adults in all areas of education: academic, recreational, vocational, avocational, and social; 7) identifies community resources and coordinates these resources to attack community problems, and 8) organizes communities on a local level so that representative groups can establish two-way communication, work on community problems, develop community power, and work toward developing that community into the best it is capable of becoming (Minzey, 1972:153) and Kerensky, 1972:159-160).

Components of Community Education

Part of the confusion which contributes to the misunderstanding of what community education actually is, can be traced to its historical development. As previously mentioned, community education was once synonymous with extra programs for children and adults, and with recreation programs. In Minzey's (1972) view community education has moved from programs which were added on to the regular school program to a process which is "the attempt to organize and activate each community so that it more nearly reaches its potential for democratic involvement and development."

Minzey and Le Tarte (1972), use the term *program* to describe specific activities and the term *process* to deal with extensive community involvement and action. They also indicate that whereas programs will meet many needs of the community, there are concerns in every community which cannot be met by the program approach to community education. Among the reasons for this are the facts that all people are not equally motivated to attend programs, many people in the community have problems which are individual in nature, and there are

some basic assumptions related to community education which demand further development (Minzey and Le Tarte, 1972:32).

The assumptions referred to here are that:

Communities are capable of positive change, social problems have solutions, one of the strongest forces for making change is community power, and community members are desirous of improving their communities and are willing to contribute their energies towards such ends (Minzey and Le Tarte, 1972:32-33).

Both authors heavily stress the importance of process in community education.

In a separate article Minzey (1974), goes to considerable lengths in explaining the difference between programs and process in community education, but also explains how the two are interdependent. Minzey (1974) presents the concept of community education in terms of 'components' or 'ingredients.' He places his "components of community education" along a continuum and indicates that normally the direction of development is from programs to process. Minzey's continuum is presented in Figure 2.1.

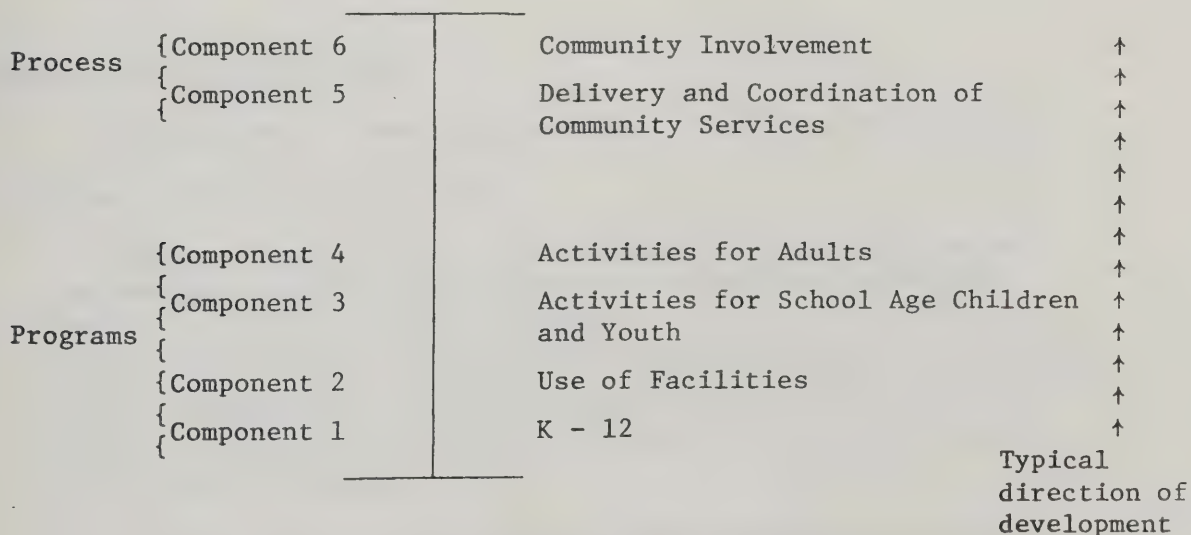


Figure 2.1

The Ingredients of Community Education:
Programs to Process
From: (Minzey, 1974:59)

Briefly the components of community education are; 1) community education includes the regular school program, 2) joint use of school and community facilities, 3) additional programs and activities for school age children and youth, 4) programs and activities for adults, 5) delivery and coordination of community services, and 6) community involvement in problem solving and decision-making.

According to Minzey (1974) most school districts follow a pattern similar to that indicated in Figure 2.1 when implementing community education. The program stages are normally self evident, it is the process end of the continuum which often threatens school administrators.

In spite of the apparent diversity, Decker (1974) suggests that community education has a "general objective." He says:

Community education's general objective is to make the schools the centre of neighbourhoods by providing educational, recreational, cultural, and social programs and services to meet the interest and needs of all community members (Decker, 1974:39).

Community Education Defined

A definition of community education which is often quoted is that given by Minzey and Le Tarte:

Community Education is a philosophical concept which serves the entire community by providing for all of the educational needs of all of its community members. It uses the local school to serve as the catalyst for bringing community resources to bear on community problems in an effort to develop a positive sense of community, improve community living, and develop the community process toward the end of self-actualization (Minzey and Le Tarte, 1972:19).

In this definition Minzey and Le Tarte emphasize the fact that community education aims to provide for the educational needs

of all members of the community. They also highlight the coordinating function of community education which many other writers also consider an important aspect of community education. In this regard Stark believes:

The primary goal of community education is serving people. Through coordination and cooperation of existing agencies and organizations, a maximum number of people can be served with a minimal amount of financial and human resources (Stark, 1974:42).

In defending their definition Minzey and Le Tarte (1972) indicate that there are three major needs that mandate the development of community education. The first of these needs relates to the "expanded educational needs of our society." The second need "has developed as a result of our changing society." Here the authors note that America's community structure has changed from one of small communities to one of crowded urban concentrations and that community education can help break down large cities into smaller neighbourhood units.

The final need identified by Minzey and Le Tarte (1972) "is related to the failure of our existing social agencies." Minzey and Le Tarte (1972) believe that many traditional institutions including schools, are no longer able to "solve our social deficiencies." Community education can restore a sense of belonging back into neighbourhoods and give people a means of solving their own community problems (Minzey and Le Tarte, 1972).

Another definition of community education is offered by Seay (1974).

Community education is the process that achieves a balance and use of all institutional forces in the education of the people - all the people - of the community (Seay, 1974:11).

The word 'process' is used here and in relation to community education Minzey (1972) says that process "is the attempt to organize and activate each community so that it more nearly reaches its potential for democratic involvement and development."

Seay (1974) explains the meaning of words he uses in his definition. He notes that "in community education usage" the word 'community' simply means a geographical boundry. In his own definition of community education; 'achieves' means varying degrees of success; 'balance' means the equal contribution made to one's education by many agencies; 'use' means to "fit together effectively the specific educational offerings and the specific educational needs those offerings are intended to meet;" the phrase 'all institutional forces' means education which is delivered through certain agencies, and the phrase 'education of all the people of the community' means that "adult education as well as schooling for the young is part of community education" (Seay, 1974:12-13).

In reviewing the many definitions of community education in the literature and from an examination of the definitions by Minzey and Le Tarte and Seay, there appears to be general consensus on two points. The first is that community education is concerned with the education of all members of the community, and the second is that community education as a process, is a means of attempting to coordinate the existing social services in the community to more effectively and efficiently serve the community.

Beyond these two points there is a divergence of opinions, some of which are beyond the scope of this study and others which will be discussed in later sections.

Description of Community School

The term 'neighbourhood school' has sometimes been used synonymously with community school but Le Tarte and Minzey (1971) claim the two are similar only in that they use the local elementary school as the basic unit of operation. Le Tarte and Minzey (1971) believe the neighbourhood school is simply "a school within a local community or neighbourhood that is readily accessible to its constituents because of its proximity." They also see its only purpose as being "the education of most children" (Le Tarte and Minzey, 1971).

The very essence of community school, on the other hand, is that it involves all members of the community it is attempting to serve in "designing the programs and opportunities that the educational system is going to provide" (Le Tarte and Minzey, 1971).

In further discussing the neighbourhood school and the community school Le Tarte and Minzey (1971) claim that: 1) the neighbourhood school can be involved as a community school because it is the one facility that all neighbourhoods have in common; 2) the school is a government agency that exists in neighbourhoods all over the country; 3) access to elementary schools by residents provides the best opportunities for citizen involvement in educational decision-making and community problem solving; and 4) the educational system is the one remaining unit that is common to all groups in our

society that can possibly bind and pull people together to work towards solving community identified problems (Le Tarte and Minzey, 1971).

In another article Minzey (1972) claims "the school is a public facility located in the centre of the community and is often the least threatening of institutions." Other educational writers such as Holt (1964), Reimer (1970), Illich (1970), Kozol (1967), Herndon (1971) and Glasser (1969), who claim that in fact schools are threatening institutions, and that they are perceived that way by students and the community alike, do not agree with Minzey here. Hodgson (1972) does mediate in this argument somewhat by noting that "the school *seems* to be the one institution in our lives that we can grasp, and upon which we might be able to have some impact."

Totten (1972) concurs with this perspective on the role of the school in community education and states that the school is the logical agent to take leadership role in the implementation of community education. He reasons that "schools are commonly owned by all property owners in the community," they are "probably the most neutral and unbiased agency in the community toward persons of all faiths, races, and backgrounds," and that "learning is the business of the educational establishment."

Totten does concede that:

Some laboratory learning can best be acquired outside of the schoolhouse, from nonprofessional teachers, but under the authority of the school's administrative staff (Totten, 1972:225).

In contrast to the emphasis of these writers Seay (1974) believes that there are three common misconceptions associated with the belief

that the school should be the only agent of community education. The first of these misconceptions is that "the *school* can be equated to the *educational institution*." The second misconception is that the school is the sole educative agency of society and the third is that one agency (the school), "is or can be solely responsible for all the *functions* which society demands of the educational institution."

Community School Defined

Decker (1972) says that it is generally agreed by community educators that:

. . . a community school is one which serves people of all ages throughout the day and year; which helps them learn how to improve the quality of personal and group living; which organizes the care of the curriculum around the major problems they face; which uses the inquiry method of teaching and through it uses all relevant learning resources of the community as well as of the library and classroom; and which is planned conducted and constantly evaluated by school and community people together, including youth still in school (Olsen in Decker, 1972:27).

The Difference Between Community Education and Community School

Many writers have painstakingly noted the difference between community education as the concept and community school as the agent through which the concept is implemented. For example:

Community education is concerned with the many problems of a community and ways of solving those problems through community action. The community school, because of its unique location and facility, becomes a base for that action (Minzey and Le Tarte, 1972:11).

In making the same distinction Decker states:

. . . the term 'community education' . . . means the philosophy and the term 'community school' means the agent by which the philosophy is implemented (Decker, 1972:22).

Reasons for making these distinctions between the terms 'community education and 'community school' can be found in literature from the 1930's. For example Misner (Decker, 1972), believes:

It is probably desirable that the word 'school' be abandoned entirely, and education substituted for it. The term 'school' has been employed traditionally in a highly restricted sense. It implies an emphasis on intramural activities designed primarily to satisfy the specific individual and social needs of the immature. The term 'education' will designate more appropriately a dynamic social function designed to meet the more inclusive individual and social needs of all persons at any stage of their development (Misner in Decker, 1972:22).

One of the objectives of the present study was to see whether the same distinction between the terms 'community education' and 'community school' were made in Canada.

II. A HISTORY OF COMMUNITY EDUCATION

While community education has received much exposure over the past few years in American and Canadian literature, the concept itself is not new. The concept has found expression wherever people have lived in communities. Early Greek and Roman practice combined recreational and philosophical pursuits; Plato expressed a desire to improve existing conditions in the community and said that education should operate through one's lifetime. Cicero believed that education and the needs of the community remain closely related.

Many educators have also long recognized the social and pedagogical desirability of closely relating school experiences with broader life activities. Rousseau was among the earlier exponents of direct experience and social realism as basic foundations of effective education. In more recent times the philosophies of John Dewey and

other influential educators reflected a critical appreciation of precisely this same approach.

The Community School Movement

The community school concept borrowed ideas from the Settlement House Movement and the Playground Movement, both of which grew in popularity at the turn of the twentieth century (Decker, 1972). The term community school began to appear in the United States in the 1930's (Decker, 1972), (Hiemstra, 1972) and (Seay, 1974), and was applied to schools which had two distinct emphases - service to all groups in the community, and the discovery, development and use of a community's resources as part of the educational facilities of the school (N.S.S.E., 1953). Olsen (1954) believed that the community school was the product of shifted emphasis from the progressive school idea of John Dewey, where a child-centered curriculum was stressed, to a life-centered program.

The Flint Story

According to Decker (1972) the model for many of today's community schools was born out of the problems of the depression. In Flint, Michigan a community school program began in 1935 when Charles Stewart Mott contributed \$6,000 from the Mott Foundation to Flint Public Schools. This money was to be used to facilitate greater use of school and community facilities by the public. Flint schools subsequently received substantial grants from the Kellogg Foundation. Both of these Foundations (Mott and Kellogg) continue in 1976 to contribute substantially to the development of Centres for the

study of community education and individual community schools across America.

Although Flint was not the birth place of community schools it did become a popular centre for people to visit (To Touch A Child, a film about Flint). As stated in the film, part of the stimulus for the Flint Community Schools is an annual grant of approximately five million dollars (\$5,000,000.00), from the Mott Foundation.

Two administrative innovations in the Flint program have distinguished their community schools. The first is the implementation of the position of community school director (or coordinator, or leader), to coordinate the regular and extended programs of the community school. The other innovation was the community school advisory council. A typical council would be composed of representatives from the regular teaching staff of the school, representatives from each group and/or club which use the school, neighbourhood businessmen (and women), clergy, students and neighbourhood residents. The councils' purpose is to act as a sounding board for the neighbourhood. By listening to the problems and desires of local residents, the council recommends community action to meet needs and solve problems (To Touch A Child, a film about Flint).

Enter Community Education

As the premises behind the community school movement were accepted another concept was formulated and a new name was given to the old concept. The old idea was the community school and the new name was community education. Reasons for this change were given earlier in this chapter and are worth repeating at this stage.

It is probably desirable that the word 'school' be abandoned entirely, and education substituted for it. The term 'school' has been employed traditionally in a highly restricted sense. It implies an emphasis on intramural activities designed primarily to satisfy the specific individual and social needs of the immature. The term 'education' will designate more appropriately a dynamic social function designed to meet the more inclusive individual and social needs of all persons at any stage of their development (Misner in Decker, 1972:22).

Seay (1974) points out that "as the concept of community education evolved, it incorporated many threads that ran through the community school movement." He notes that "these threads are as clear and strong in community education today as they were in the community school."

III. COMMUNITY EDUCATION IN CANADA

Community education in Canada has been developing in various areas. A Canadian who has had a great deal of experience in promoting community education in Canada, and particularly in British Columbia is Jack Stevens. Stevens who has studied community schools under the Mott program in Flint, Michigan, suggests a five point rationale for the development of community schools in Canada.

Schools, says Stevens (1974) are far too expensive to build and maintain and then be left sitting idle up to 50% of the time. Schools can serve a coordinating function in marshalling the human and physical resources of the community to serve children and their families more efficiently. Schools should make effective use of the resources of the community in developing relevant life-centered curricula. They must play a major role in providing opportunities for children and adults to participate in the democratic process and they should serve as a catalyst in overall community development (Stevens, 1974:11).

Stevens (1974) then traces four phases in the development of community involvement in schools. The first phase, community use of schools, simply means that the community uses the school facilities in the evening. In the second phase, community schools, neighbourhood needs are defined, goals are agreed upon for more extensive educational and recreational programs, and a community school advisory council is established. When the third phase, community education, is undertaken the community comes into partnership with the school to develop educational, social and recreational programs and services for the whole community. This phase has sometimes been interpreted in Canada as an attempt to discard the distinction between 'regular' and 'optional' programs in schools. Community control is the fourth phase that has not been widely recognized yet, but is nonetheless implicit in the espoused ideals of community education (Stevens, 1974).

Finally, Stevens (1974) claims that "community education will require a different breed of teacher, teacher preparation programs will have to be reformed, and a whole new approach to community school leadership is required."

It is not only educators who have been promoting community education and campaigning for more community use of schools. Malpass (1975), for example, agrees that the "history of the development of community schools began with a recognition that the school's physical plant was a unique public facility that ought to be used to its maximum benefit for the community." He points out, however, that in many communities recreation authorities "spearheaded" the community movement to lobby School Boards regarding community access to schools.

The importance of recreation in community education is also recognized in the United States.

Educators who are interested in promoting and implementing community education goals should realize that in so doing they will be immediately and deeply involved in recreation, for most community school programs begin as basic recreation or adult education programs. Recreation is thus generally the opening wedge and, more often than not, the backbone of the community education program that branches out into diverse directions (Gordon et al, 1972:181).

The role of Provincial and Territorial Recreation Departments and local Recreation Boards regarding community education in Canada is further emphasized in a report published by the Alberta Government Department of Recreation, Parks and Wildlife. In compiling the report Chrastina defined community education as:

. . . an all inclusive phenomenon functioning in the community to help people of all ages, races, religions and socio-economic backgrounds to fulfil their learning and recreational needs and to aid in the development and improvement of their entire community (Chrastina, 1976:5).

The community education philosophy:

. . . results in a process whereby communities become involved in their own problems and needs. It does not do things for people, but through people . . . a process that is continuous and changing over the life span of a community's efforts and somewhat different in every community (Chrastina, 1976:5).

These position statements of a Provincial Government Department of Recreation, Parks and Wildlife indicate that professionals other than educators are also promoting the community education concept. It is also noticeable that this understanding of community education, by definition at least, is very similar to definitions offered by writers in the field of community education in the United States.

In reviewing the development of community education in Canada there appears to be three agencies at work. The first two have already

been identified as the influence of Flint, Michigan community education "trainees" working at the school systems level, and the role of Provincial and Territorial Government Departments of Recreation working mainly through local Recreation Boards at the community level. The influence of each of these factors upon the development of community education in Canada varies considerably across the country.

The third factor contributing to the development of community education in Canada, the Coady Institute of St. Francis Xavier University at Antigonish, Nova Scotia, is generally confined in its influence to the Atlantic Provinces (Newfoundland, Prince Edward Island, Nova Scotia and New Brunswick). The Coady Institute was made internationally famous by a Roman Catholic Priest, Father Moses Michael Coady, who became the first Director of the Adult Education Department of St. Francis Xavier University. Under Father Coady's direction the Adult Education Department "focused on the economic needs of farmers and fishermen and . . . helped them to organize credit unions and cooperatives" (Lauwerys, 1975). The program spread throughout the Maritime Provinces.

The Rural Development Council's community schools in Prince Edward Island were started by a group of "Islanders" who were impressed by the "people power" teaching of the Community Development Program at the Coady Institute (Cameron, 1973).

Similarly the initial moves to start community schools in Newfoundland were stimulated by the community development teachings of the Coady Institute. Lauwerys (1975) reports that "the community school or community college idea has been spreading fast throughout

the Atlantic region."

In summary, an overview of the many elements of community education in Canada (e.g. community use of school facilities, community involvement in school programming, more effective use of all community facilities, community involvement in identifying and solving local problems), reveal the influence of varied factors in each area of the country.

IV. COMMUNITY EDUCATION LITERATURE IN RELATION TO SEVERAL ENVIRONMENTAL CONDITIONS

A useful way of selecting community education literature pertinent to the study purpose is to use Hall's general and specific environmental conditions as a means to focus discussion. Hall (1972) identifies a number of conditions which exist within any organization's environment and these will be discussed in relation to selected community education literature. Hall's general environmental conditions are technological, legal, political, economic, demographic, ecological and cultural (1972:298-305). The specific environmental conditions refer to the 'organization set' of a particular organization (Hall, 1972:312-316).

Technological Conditions

According to Melby (1972) community education as a new technology conflicts with two basic assumptions regarding educational administration. He says one assumption is that planning is done by the central administration and performance by subordinates. This assumption rests on the principles of separating planning and

performance, a practice which Melby (1972) says educational administrators borrowed from the military and industry. The second assumption which conflicts with the community education concept is "that teaching is a technical, scientific activity - that there is a right, best method that should be used by all for all" (Melby, 1972).

The nature of community education is antithetical to an unyielding bureaucracy and Melby (1972) contends that one of the problems is that "community education multiplies the number of human contacts and draws heavily on the inputs of the general public."

With respect to Lawrence and Lorsch's (1967) theory of integration and differentiation, Moore (1972), suggests three alternatives for administering community education at the school district level. It seems possible, however, that Moore's suggestions would be viable at the Provincial/Territorial Government level as well.

The first alternative suggested by Moore (1972) is an all-inclusive organizational and administrative structure which accepts the concept of community education and includes it in departmental policy. This would require Government Departments/Ministries of Education to accept fully the community education concept and all its ramifications of additional funds and changing regulations.

The second alternative is to have a bifurcated organizational structure where one section of the Department/Ministry of Education takes charge of the regular K-12 program and the other section administers the district wide programs which have been developed to meet a wide variety of community needs. The advantage of this alternative is specialized leadership, but the problems of integration and coordination would be difficult to resolve.

The final alternative suggested by Moore (1972), is to combine the first two alternatives. He suggests that this alternative may represent the lowest level of commitment to community education if used by School Boards/Divisions. The idea suggested, however, is to have a central administrator primarily geared to administering the required programs but with specialized personnel at regional centres to administer both the required and optional programs.

Legal Conditions

Perhaps the clearest indication of the continual expansion of the community school idea is the recent attention given to community education by state and federal legislation (Hiemstra, 1972:38).

Many authors including Anderson (1972), Riegle (1974) and Eyster (1971) agree that state and federal legislation has greatly facilitated the development of community education in America.

It was reported in the November, 1971 issue of the *Community Education Journal* that Senate Bill #2689 was presented to the United States Congress on October 12, 1971 by Senators Frank Church, Idaho and Harrison A. Williams, Jr., New Jersey. Anderson (1972) notes that the Act would aid the development of community education in the United States by providing Federal grants to existing Community Education Centres training community school leaders and by providing Federal grants to develop and establish new Community Education Training Centres. It would also provide Federal grants to each of the states to establish new community school programs and to expand existing programs. The Federal Commissioner of Education would administer the Act and promote the further development of community education.

The Bill was signed by President Gerald Ford on August 21, 1974.

By early 1974 Decker (1974) notes that state legislation had been passed in six states to operate and fund community education programs on a shared basis with local authorities and such legislation was pending in seven additional states.

Finally, Eyster (1971) makes it clear that some community educators at least, believe that the school should be the sole agency legally responsible for community education.

The problem of the proliferation of community education programs outside the realm of the public school system is clearly our best example of crisis programming as opposed to the institutionalization of a fundamental structure of community education (Eyster, 1971:56).

Political Conditions

In Minzey's (1974) opinion the major resistance to community education comes from "teachers, adult educators, community colleges, social agencies, government agencies, and other groups already involved in community programming." He claims the reason for this resistance is threefold.

1. Most formal groups are more motivated to protect their own empire than to serve the community; they are interested in only modest change at best.
2. Most agencies and institutions have a high degree of autonomy which they do not desire to share with others.
3. Most groups relate quality to dollars and there is a constant effort to compete for money and recognition (Minzey, 1974:37).

Minzey (1974) points out that many community educators suffer from these same problems and Malpass (1975) argues strongly that many

educational administrators will not share their power and responsibility with committees. He refers to some administrators as "benevolent dictators" who only relinquish control "over things that did not really matter when you are talking about power."

Economic Conditions

There is a general consensus in the literature that community schools cost more to operate than the regular K-12 program, but that the general overall return to the community in terms of greater use of existing facilities makes the community school an attractive economic proposition.

"Research has shown that when all schools in a district are converted into community schools on an organized basis the increased cost is between 6 and 8 per cent" (Pappadakis, 1972). Riegle (1974) agrees with Pappadakis and adds that this slight increase in costs is offset by the fact that community schools "provide needed services to many times the total school-age population."

With careful planning and cooperation among all community agencies Ramsey (1974) shows that community schools in some districts of Florida are operating without any additional fundings.

In case of any misunderstanding regarding the distribution of state and/or Federal funds for community education Kerensky (1974) is adamant that these funds should not be used for developing new programs. Rather they should be used "in developing an accord and blending the efforts of existing agencies in a multi-faceted community to the end that existing resources are fully mobilized" (Kerensky, 1974). Kerensky (1974) adds that all funds for community education

should go to Departments of Education based only on the evidence that community school funds are not perceived as "new program funds" but are funds that are used for developing the cooperative and coordinating function of community education.

Demographic Conditions

Major demographical and sociological changes in the United States have increased people's interest in community education. Minzey (1972) claims that the demographical shift in America from rural to urban centres has resulted in large, impersonal cities. He believes that community education with its emphasis on neighbourhood interaction is a means of breaking large cities into smaller units. He also believes that people are dissatisfied with the large public schools as they now operate, especially the fact that many schools pay lip service to the idea of community involvement in educational decision-making. People also believe that schools are capable of accomplishing much more than they do (Minzey, 1972).

In general the process aspect of community education affords more opportunity for meaningful citizen action in identifying and solving community problems.

Ecological Conditions

Hall (1972) states that part of an organization's social ecology is "the number of organizations with which it has contacts and relationships." Hall refers to the inter-relationships of these organizations as the "Organization Set."

Advice on well balanced inter-relationships is offered by Lodgsdon (1972) who outlines the functions of a community college in the community education context and charges community colleges with the responsibility of being open to community needs, of responding to community needs, of not becoming subject-matter oriented, of providing a community service, and of maintaining continuous contact with all schools in the supporting area.

Other organizations involved in the community education process are noted by Gordon *et al* (1972). The authors discuss the importance of health and physical education instruction as part of educating the total community, and most important, the growing leisure ethic which with shorter working hours, shorter working week and increasing urban living, is taking over from the work ethic. Recreation oriented organizations become increasingly important in the community education concept as people now have more time for leisure and recreational activities and will consequently be of increasing importance in the field of community education (Gordon et al., 1972).

Cultural Conditions

In America there is a growing emphasis on citizenry (Deshler, 1972). Reasons for this growth claims Deshler, are that through community education local citizens in larger cities perceive a need for changes in educational systems and they are campaigning for radical changes in school governance. A general alienation of young people and a demystification of the whole educational process also contributed to more active citizen involvement in school and community affairs (Deshler, 1972).

These cultural and sociological conditions of the environment have also received attention in Canadian community education literature.

Doiron (1972) and Wiens (1973), mention the many social and cultural changes that have taken place in Canada and the powerlessness which people feel as a result. Wiens (1973) believes the one agency that could do more than any other to develop integrated neighbourhoods where people have a sense of control over their lives is the school, and he challenges school administrators to become social advocates.

In Manitoba citizen action resulted in the formation of a Coalition For Better Schools in 1971 (Smith, 1972). This Coalition was an effort to rally public involvement in education in Manitoba and to involve the public in educational decision-making. Schafer (1972) criticized educational administrator's reactions to the Coalition and claimed that principals and trustees believe that policies, planning and decisions regarding education should be left to "professional educators." In delivering this criticism, however, it is noteworthy that Schafer is at variance with clear guidelines associated with school decision-making and community involvement in school affairs as outlined by Litwak and Meyer (1974).

Litwak and Meyer (1974) believe that schools and school systems generally adopt one of three alternative positions regarding school-community relations. The first is a "closed-door" position, the basic assumption being that "schools can best handle within their walls all the major problems of education and, therefore, community participation should be kept to a minimum." An "open-door" position is the second alternative and this position assumes "that many of the basic educational processes take place outside the school building, in the

family, peer group, and neighbourhood." The third possible position according to Litwak and Meyer (1974) is "balance theory" which recognizes some validity in both the "open-door" and "closed-door" approaches.

According to Rist (1972) the Ontario government is ready to respond when people want action. He believes the people of Ontario are beginning to understand and exercise citizenship. From a government point of view, however, citizens cannot be forced to become involved in community affairs but must develop an awareness and a desire on their own part to do so (Rist, 1972).

Concluding Statement

Hall (1972) has summarized the writings of many scholars concerning organizations, and notes the turbulence of the environment and the constant changes which are evident within it. He adds that "the environment is very important to organizations" and that "environmental factors are a source of change in the organization, as well as a source or cause of existing conditions" (Hall, 1972).

As previously mentioned, Hall has divided the environment into two categories; general conditions and specific conditions. The general conditions are of concern to all organizations while the specific conditions include the direct interaction of the organization in question with other organizations with which it has contacts. Hall (1972:317) quotes Etzioni and Clark who suggest that such general environmental conditions as ecology, culture, politics, economics and demography have an important effect on inter-organizational

relationships. Hall includes technology with Etzioni and Clark's suggestions and adds:

The development of common clients or customers, changing patterns of consumer tastes and desires, shifts in the legal and political bases of the relationships, and the impact of the mass media are additional potentially important factors in the general environment (Hall, 1972:318).

Hall believes that these general conditions are as important for inter-organizational relationships as they are for a single organization.

In studying Provincial and Territorial Departments/Ministries of Education it was assumed that these environmental conditions were important considerations in relation to the development of community education in Canada. Moreover the components of community education proposed by Minzey (1974) were selected as useful guidelines for examining community education developments in Canada.

The writings of Hall and Minzey were used in the study as a basis for presenting pertinent literature, formulating questions designed to meet the study purpose, constructing a framework to direct the study purpose and presenting the findings of the study. The questions, study purpose and means of accomplishing the study purpose are discussed in Chapter 3.

V. SUMMARY

In this chapter a summary of selected literature pertinent to the present study was given. The literature review was presented in four sections. Section one was a general overview of community education. Included in this section were descriptions of various

traits of community education and community schools. Generally accepted definitions of community education and community school were included and the differences between these two terms were noted.

Section two dealt with a history of community education including a discussion of the Community School Movement, the Flint story and the development of community education.

The development of community education in Canada was discussed in the third section and the final section included a review of community education literature in relation to several environmental conditions.

Chapter 3

DESIGN OF THE STUDY

The research design is described and presented in this chapter. Included is a discussion of the following: the major study questions, the nature of the study, the methodology (including a conceptual framework), the identification of interviewees, and assumptions. limitations and delimitations.

I. THE MAJOR STUDY QUESTIONS

As stated in Chapter 1, the purpose of this study was to investigate the development of community education in Canada and describe the environmental conditions which impinged upon the Department/Ministry of Education in each province and territory regarding community education. The study purpose was divided into specific tasks and these were:

1. To describe community education in each of Canada's provinces and territories;
2. To describe a number of general and specific environmental conditions which impinged upon the Department/Ministry of Education in each province and territory regarding community education;
3. To provide an overview of community education in Canada, and
4. To compare the findings of the study of community education in Canada with some of the literature describing community education in the United States of America.

These tasks were accomplished in part by addressing a number of questions derived from the literature in Chapter 2 with respect to Minzey's (1974) components of community education and Hall's (1972) environmental conditions.

Questions Delineating the Study Purpose

Question one. Are the components of community education to be found in each province and territory?

Question two. How important are various characteristics of community education and community schools to members (officials) of Government Departments/Ministries regarded as "most knowledgeable" in the field of community education in their particular province or territory?

Question three. How important are various prerequisites to the development of community education and community schools to members (officials) of Government Departments/Ministries regarded as "most knowledgeable" in the field of community education in their particular province or territory?

Question four. How do the *general* environmental conditions¹ impinge upon Departments/Ministries of Education in relation to community education?

¹General environmental conditions: technological, legal political, economic, demographic, ecological, cultural (Hall, 1972: 298-305).

Question five. How do the *specific* environmental conditions¹ impinge upon Departments/Ministries of Education in relation to community education.

Question six. How do the *general* environmental conditions² impinge upon the relationships between Department/Ministries of Education and other organizations with which they have contact regarding community education.

II. NATURE OF THE STUDY

The study could best be described as a descriptive survey. Descriptive surveys are present-oriented and are conducted to establish the status of a particular concept under investigation. The concept exists, but information regarding it is lacking and by gaining pertinent information, a description and more accurate understanding of the concept results. Mouly (1970) suggests that descriptive studies are currently most common in educational research.

This type of educational research is suggested and justified by Fox (1969) and by Good (1972). Fox suggests that descriptive research depends on the co-existence of two conditions.

First, that there is an absence of information about a problem of educational significance and second, that the situations which could generate that information do exist and are accessible to the researcher (Fox, 1969:424).

¹Specific environmental conditions: The organization set; organizations in interaction with a local organization (Hall, 1972:313).

²General environmental conditions: technological, legal political, economic, demographic, ecological, cultural (Hall, 1972: 298-305).

Both conditions referred to by Fox are appropriate to the present study. There was very little documented research regarding community education in Canada including an absence of information regarding the attitude of Departments/Ministries of Education in Canada towards community education and the conditions which function to influence whatever attitudes exist.

Fox (1969) also notes that one of the major categories of a descriptive survey is the collection of information describing a specific phenomenon and that: . . . "the information provided is in itself the answer to the research question(s) posed" (Fox, 1969:424). This concept is of major importance to the present study.

Good claims the purposes of descriptive-survey investigations may be three-fold.

1. To secure evidence concerning an existing situation or current condition.
2. To identify standards or norms with which to compare present conditions, in order to plan the next step.
3. To determine how to make the next step (having determined where we are and where we wish to go) (Good, 1972:208).

It was anticipated that this study would provide useful information regarding the extent of the development of community education in Canada and, in particular, regarding certain environmental conditions which impinge upon Departments/Ministries of Education concerning community education.

III. METHODOLOGY

The Conceptual Framework

In order to fulfill the study purpose and answer the six main

study questions, a conceptual framework was utilized. A conceptual framework consists of a number of interrelated concepts which explain a particular theory used in providing direction for the study. A conceptual framework permits the researcher to investigate a problem or problems in a systematic manner. It was used in this study to direct the search for pertinent literature and to delineate specific tasks to be accomplished. In delineating these tasks six questions were proposed, an interview guide and questionnaire was constructed and finally, the study findings were presented.

Included in the conceptual framework for this study are Hall's (1972) environmental conditions and Minzey's (1974) components of community education.

The General Environment

Technological conditions. Hall states that new ideas come into circulation and become part of the environment and that these ideas or technological developments in any sphere of activity will eventually reach the organizations related to them. Technological conditions were considered in two ways in the study.

1. Respondents for the study were asked whether they considered community education as a "new way of doing things" and whether their Department/Ministry had been affected in any way by these developments.

2. The two basic concepts of Lawrence and Lorsch's (1967), Contingency Theory (differentiation and integration), were used to examine the ways in which Departments/Ministries of Education have reacted to community education. Lawrence and Lorsch (1967) state

that as organizations become large they differentiate into parts (departments) which have to be integrated to make the organization viable.

In this study Departments/Ministries of Education were examined in an effort to describe their degree of differentiation of personnel and departments regarding community education and to examine ways in which these personnel and departments were integrated.

Legal conditions. This aspect concerned the legal conditions which may have influenced the role of each Department/Ministry of Education regarding the development of community education.

Political conditions. This aspect concerned political conditions which may have impinged upon Departments/Ministries of Education and upon inter-organizational relationships, with respect to community education.

Economic conditions. Economic conditions were considered to determine whether they influenced Departments/Ministries of Education and other organizations regarding financial commitments towards community education.

Demographic conditions. Population shifts and the numbers of potential clientele were considered as factors which may have impinged upon each Department/Ministry of Education regarding community education developments.

Ecological conditions. There are two aspects of this condition.

1. The organizations with which each Department/Ministry of Education has contacts may be important in determining the Department's/Ministry's facilitation of community education developments.

2. The way in which Provincial/Territorial Government Departments coordinate their efforts in providing facilities for general community use may also determine community education developments.

Cultural conditions. "The culture surrounding an organization has a major impact on the way the organization operates" (Hall, 1972:305). Cultural conditions, including such societal trends as a demand for more involvement in education and more varied educational experiences, were considered to determine whether they impinged upon Departments/Ministries of Education and inter-organizational relationships, regarding community education.

The Specific Environment

Hall (1972) says "the specific environment is composed of the organizations . . . with which an organization is in direct interaction" and he introduces the notion of 'organization set.'

Organization Set. The organization set is composed of organizations in interaction with a focal organization. For purposes of the study, the Department/Ministry of Education in each province and territory was considered as the focal organization and all other

organizations were considered as 'secondary' organizations.

The secondary organizations can be either input organizations, supplying stimuli in the form of personnel, general expectations, criticism, consultative service, or output organizations, receiving service, expertise, funds from the focal organization.

Impact of General Environment on Inter-organizational Relations

The same general environmental conditions which have already been identified for the study, were considered when investigating the impact of the general environment upon the relationships between the focal and secondary organizations. The general environmental conditions are technological conditions, legal conditions, political conditions, economic conditions, demographic conditions, ecological conditions and cultural conditions.

Hall's general and specific environmental conditions facilitated a multiple approach to the major study question. First, the general environmental conditions were described as they impinged upon selected Departments/Ministries of Education in relation to community education developments. Secondly, the specific environmental conditions (inter-organizational relations) were described in relation to Departments/Ministries of Education and the development of community education. This second part of the major study question concerned the relationships between each Department/Ministry of Education and other organizations which also had an interest in community education.

Finally, the general environmental conditions were considered as they impinged upon the inter-departmental/organizational relationships, identified as the specific environment of each Department/Ministry of Education.

The Components of Community Education

An Educational Program for School Age Children. This is the traditional school program (often called the K-12 program), which is an important ingredient of community education. The four sections of this component are:

1. The regular K-12 program is a key part, but not the only part of education, and it should be tied into the total community education program.
2. The K-12 program is relevant to the community.
3. The community is involved in the K-12 program.
4. The community is used to enhance classroom teaching.

Use of Community Facilities. The two sections of this component are:

1. The school uses community facilities for instructional and recreational purposes.
2. The community uses the school buildings and equipment.

Additional Programs for School Age Children and Youth. This aspect of community education offers additional information, activities, and experiences to students before school, after school, weekends and summers. It includes enrichment, remedial and supplemental

educational activities as well as recreational, cultural and avocational programs.

Programs for Adults. This aspect of community education provides the same services to the adult population as offered to school age children and youth. Adult needs are considered to be as important as those of the school age student. The student body is perceived as being all of the people who reside in that community.

Delivery and Coordination of Community Services. There are two dimensions of this component:

1. The delivery of community services where the school acts as an agency in order that community agency's services can be provided in the neighbourhoods where people can avail themselves of such services.

2. The coordination of community services where the school relates community problems to community resources and makes referrals to appropriate sources. The school does not provide programs or services which are either already provided or capable of being provided by other agencies. Only when existing agencies are unable to provide services would the community education coordinator assist in the development of new programs.

Community Involvement. This phase of community education has often been described as the effort to return to "participatory democracy." The idea is to help persons who live in a particular neighbourhood participate in the identification of local problems and to develop the methods for attempting to solve such problems.

There are two important aspects of this component.

1. The appointment of a school-community coordinator.

2. The development of a school-community council whose membership is based on community representation.

It was pointed out in Chapter 2 of this study that there is a great range of definitions of a community school and of community education in the literature. In order to gain uniformity, therefore, the six components of community education outlined by Minzey (1974: 7, 58-61) were used to give a common understanding of community education and community schools in reporting the information gathered for the study.

The next step was to construct a questionnaire and an interview guide for the study.

Instrumentation

Good (1972) reports that the questionnaire is a popular method of obtaining information in research. In discussing the appropriateness of the questionnaire, however, he raises two important issues. The first is the cooperative nature of the questionnaire and what is often a lack of perspective by researchers concerning what may reasonably be asked of busy respondents. The second issue involves what Good terms the "best evidence" whereby the same, and often more accurate, information can be gained from alternative sources.

For the study these two issues were pertinent. Firstly, government officials may not have the time to devote sufficient attention to completing a lengthy questionnaire and secondly, a considerable amount of the required information was obtainable from publications of speeches and government documents and guidelines.

It was decided, therefore, to utilize a combination of questionnaire and interview as a means of obtaining information.

When we design a research strategy, we must not assume that we need to choose between a mailed questionnaire or an interview. It is possible to collect part of the information in one way and part in the other (Gordon, 1975:78).

Gordon (1975) adds that the questionnaire is an extension of the interview and that the two can be combined "where the question or the answer structure is so complex that the respondent could grasp it better in writing."

The Questionnaire

A questionnaire (Appendix A) was constructed for the study using Minzey's (1974) six components of community education as a guideline. Specific questions related to the components of community education (Part 'A' of the questionnaire) were derived from an American study (Decker, 1975:7-8) on community education goal development. Questions related to the characteristics of community schools (also Part 'A' of the questionnaire) were derived from Seay (1974:190-191), Minzey and Le Tarte (1972) and Decker (1972).

Recent American research identified a number of prerequisites for the development of community education (Decker, 1975:8), and the findings of this research were used in formulating questions for Part 'B' of the questionnaire.

The questionnaire contained 55 items in total. It was sent to 63 study respondents (N=63) and 57 returned useable data (Appendix F). Questionnaire data were reported in terms of frequency distributions, means and percentages.

Function of the Questionnaire. The check list or closed (categorical) questionnaire is comprised of a set of categories for the respondent to check (Good, 1972) and it provides categorized data that greatly facilitate tabulating and summarizing processes. Bearing in mind the nature of information required from the questionnaire, the check list was considered most appropriate for the study purposes.

According to Good (1972:230-231) the closed questionnaire is most appropriate when the investigator's objective is to count the frequency and percentage of responses, when the respondents' opinions can be well structured, when the items can be presented clearly and concisely, and when the investigator is well informed about the respondent.

For this study it was considered that all these criteria were satisfied and that the check list questionnaire was suitable as part of the study instrumentation.

The Interview

A semi-structured interview was also used for the study. Interviewees were asked questions related to the current state of community education and community schools in their province or territory. Specifically, they were asked how a number of environmental conditions impinged upon their particular Government Department regarding the development of community education.

A semi-structured interview guide (Appendix B) was used to direct questions to interviewees. The interview guide consisted of 8 major sections. Eighty individuals (Appendix F) were interviewed

and the majority of these provided useable information. The purpose of the interviews was threefold.

Interviewees were asked:

(a) how the seven general environmental conditions outlined by Hall (1972) impinged upon their particular Provincial or Territorial Government Department/Ministry regarding the development of community education;

(b) how these same general environmental conditions impinged upon Interdepartmental/Ministerial relationships concerning the development of community education, and

(c) how the specific environmental conditions outlined by Hall (1972), impinged upon their particular Provincial or Territorial Government Department/Ministry regarding the development of community education.

Function of the Interview. Interviewing has two different functions; discovery and measurement (Gordon, 1975). Gordon adds that the semi-structured interview is more effective for discovery. He notes five advantages of the interview. It provides more accurate and complete information immediately; it provides opportunity to guide respondents in their interpretation of the questions; it allows greater flexibility in questioning respondents; it allows greater control over the interview situation (for example, the sequencing of questions and the responses to questions); it provides opportunity to evaluate the validity of the information by observing the respondent's nonverbal cues (Gordon, 1975:76-77).

. . . The semistructured interview gives the interviewer some choice as to the order of the questions, freedom to attempt alternative wordings of the same question, and freedom to use neutral probes if the first response to a question is not clear, complete, or relevant (Gordon, 1975:61).

The information gathered by using this type of interview was reduced to a standard form for presentation by the process of content analysis.

The Interview Guide. The interview guide emphasizes the goals of the interview in terms of the topics to be explored as well as the criteria of a relevant and adequate response (Gordon, 1975). Basically the interview guide provides the interviewer with a checklist of questions to be asked and a guideline for the amount of information required for each major question. It can be simple enough to be committed to memory (Gordon, 1975).

The funnel sequence was used in structuring the interview guide and in conducting interviews. The funnel sequence implies that each successive question has a narrower scope than the previous one and is either included within or related to the previous question (Gordon, 1975).

In the study generalized questions on a particular topic were asked first and these were followed by more specific questions and probes.

Validity

The validity of a questionnaire and interview guide has to do with whether they accurately provide the information intended. Validity can be affected in many ways. In discussing the validity of interviewing Kahn and Cannell (1957) claim that the background

characteristics of the participants; the perceptions, attitudes, expectations, and motives of the participants, and various behavioural factors of interviewer and interviewee, are sources of error and bias. Good (1972) adds that an adequate number and length of interviews; rapport with and sensitivity to the interviewee; a comfortable and relaxed setting and a favourable reputation on the part of the interviewer, in terms of integrity and knowledge of the subject under study, are also factors influencing validity.

These factors of validity were noted for the study. Pilot test respondents included members of the Government of Alberta Inter-departmental Community School Committee, three university professors and several graduate students who were asked to examine the questionnaire and interview guide for appropriateness to the study, use of terms, and order of items for face validity. The interviewer also conducted pilot interviews in an attempt to improve interview style and technique and become as familiar as possible with the subject area.

Reliability

Good (1972) claims reliability of information obtained through interviews is affected by the desire of many interviewees to make a favourable impression and a reluctance to reveal information that might appear damaging to the respondent. The problems of interview reliability were recognized for the proposed study. However, in order to contribute to the consistency and reliability of the information all interviews were conducted by the same interviewer. Interview reliability was tested by re-phrasing the same questions during pilot testing. When

interviewees demonstrated annoyance or reminded the interviewer he had already asked that question, reliability of the interview guide was considered strengthened.

Questionnaire reliability was aided by the careful scrutinization of responses given to the questionnaire during pilot testing. This was done in an attempt to construct an instrument which gathered consistent information.

Data Collection

The study involved travelling to Canada's ten provinces and two territories (Appendix F) to conduct interviews with individuals who had been identified as 'most knowledgeable' in the field of community education in their particular province or territory. A basic data questionnaire was also constructed for the purpose of gaining additional information from these individuals.

The telephone was used to conduct a number of interviews and/or obtain additional information from original interviewees where a second face to face interview was not possible. Government documents, memos, publications and copies of speeches also provided information for the study. Finally, information concerning community education in Canadian educational publications was used as background information for the study.

Interviews were tape recorded, transcribed, and a *summary of facts only* sent to each interviewee. Included in the summary was relevant information from policy and/or position papers, memos and reports.

In a covering letter (Appendix G) interviewees were asked to read the summary and to correct any misrepresentations they noted. They were also asked to include any information they believed would add to the factual content of the final report.

In some cases these *summaries of facts only* were sent to people other than the original interviewees for the study. In all cases individuals were asked to read the document and add any information they considered pertinent before returning it. Outstanding errors in the original documents were noted and the additional information plus the facts deemed accurate by respondents was used in compiling the final report.

Reporting the Data

On a number of occasions the writer was permitted to read documents and memos deemed "Confidential" on the understanding that the information would not be directly quoted. Similarly a number of interviewees revealed facts which they believed would help the writer see other information in a more accurate perspective. In these instances the interviewees requested that the information not be used directly. Moreover in all cases interviewees were assured that confidentiality of responses would be respected.

In the present study, therefore, where the term "Category B" appeared following tabulated data and/or quotations it is to be understood that the information was given confidentially. In order to assure the reader that the information was given, however, the writer's advisor (Dr. R.C. Bryce) reviewed the appropriate transcripts and verified that the particular statement(s) were made.

IV. IDENTIFICATION OF INTERVIEWEES

A modified reputational nomination approach was utilized to identify individuals for interviews. The reputational nomination technique is attributed to the work of Floyd Hunter (Matthews, 1967). Although the technique has been criticized by some authors, it has been used extensively in research (Matthews, 1967). Two recent studies conducted in the Department of Educational Administration, University of Alberta utilized the reputational nomination approach. One was an evaluative study of Regional Offices of Education in Alberta (Ingram, et al, 1974) and the other, was a study of community college and community services in British Columbia (Pickard, 1975).

For the purposes of the study the reputational nomination approach was used in the following way: The Deputy Minister of Education, Government of Alberta, sent a letter to Deputy Ministers of Education in all of Canada's provinces and territories. This letter (Appendix C) described the study, solicited the support and coöperation of Departments/Ministries of Education in Canada for the study, and asked Deputy Ministers to nominate individuals whom they considered 'most knowledgeable' regarding the development of community education and community schools in their Province/Territory.

Once Deputy Ministers of Education agreed to participate in the study they were contacted (Appendix D) regarding appointments for interviews. The people nominated by the Deputy Ministers were in turn contacted by mail (Appendix E) and were asked to nominate three people

from any government department or agency, whom they considered 'most knowledgeable' regarding the development of community education and community schools in their particular Province or Territory.

Eventually a list containing between 5 - 12 names (excluding the Deputy Minister) was generated for each Province and Territory. Each of these 5- 12 people was then contacted in person or by phone and they were asked to nominate the five 'most knowledgeable' people from the list. These final five people formed the population for formal interviews in each province and territory (Appendix F).

Finally, a number of criteria were accepted in the study and a recognition of these will contribute to the credibility of the findings. These criteria are outlined as assumptions, limitations and delimitations.

V. ASSUMPTIONS, LIMITATIONS AND DELIMITATIONS

Assumptions

It was assumed that the questionnaire which sought information from respondents on the importance of given characteristics of community education and community schools and the importance of various factors necessary for the development of community education was valid and reliable. It was also assumed that the semi-structured interview provided valid and reliable information and that neutral probes did not prompt "desired responses" from interviewees.

Further assumptions were that the method of selecting respondents for the study was accurate and that respondents were in fact the 'most knowledgeable' regarding government policy towards community education in their province or territory. The assumption was also made

that the respondents, to the best of their ability, provided accurate and reliable information.

Limitations

Limitations of the study include the validity and reliability of the research methods, and the assumption that interviewees provided accurate and reliable information. The study was confined to the perceptions of Deputy Ministers of Education, or their assistants, in each province and territory and to a number of individuals in government executive positions who were identified as 'most knowledgeable' regarding government policy towards community education in their province. Included in this sample was a small number of Directors of Educational Administration and/or Adult and Continuing Education in large School Boards/Divisions in the provinces of Nova Scotia, Quebec, Ontario, Manitoba and British Columbia.

Delimitations

Since the study was confined to the perceptions of Deputy Ministers of Education and a group of individuals who were identified as 'most knowledgeable' regarding government policy towards community education, the results of the study will not reflect the views of all members of School Boards/Divisions, schools, or the general public in each province and territory. The perceptions of these groups of people are included in studies by Sullivan (1976) and Taylor (1976).

Finally, since the study was a description of current situations, the findings are confined to the perceptions of respondents in a time span from September, 1975 to May, 1976.

VI. SUMMARY

In this chapter the design of the study was outlined.

Included was a discussion of the purpose of the study and major study questions, the nature of the study, the methodology including the conceptual framework and instrumentation, the identification of interviewees and assumptions, limitations and delimitations.

Chapter 4

COMMUNITY EDUCATION AND COMMUNITY SCHOOLS IN CANADA: IMPORTANCE AND DEVELOPMENT

This chapter presents information on the importance of various characteristics related to the definition of community education and community school held by study respondents and on the importance of various factors considered essential for the development of community education. Profiles indicating the development of community education and community schools in Canada and in each Province and Territory are included.

In subsequent references to the Department/Ministry of Education in any Province or Territory, the abbreviation DOE will be used. In addition, the term "respondents" will be used to indicate the individuals who returned completed questionnaires.

I. THE IMPORTANCE OF VARIOUS CHARACTERISTICS RELATED TO COMMUNITY EDUCATION AND COMMUNITY SCHOOLS

The following analyses present information on the importance of different characteristics of community education and community schools in relation to definitions held by respondents. The data are reported in terms of frequencies, percentages and means.

Mean scores for each item were computed from the following:

1 = extremely important characteristic of community education/community school definition; 2 = quite important characteristic of community

education/community school definition; 3 = important characteristic of community education/community school definition; 4 = slightly important characteristic of community education/community school definition; 5 = not important as characteristic of community education/community school definition, and 6 indicates that respondents did not react to the particular item. The score of 6 *was not* included when computing means, but it was included when calculating frequencies and percentages.

The information included in Tables 4.1 to 4.6 is presented according to Minzey's (1974) six components of community education.

Component One

This component deals with the regular educational program (sometimes called K-12) for school age children and youth.

Findings. The data in Table 4.1 reveal that the majority of respondents (56%) perceived citizen involvement in school affairs (item 1) as an 'extremely important' characteristic of their definitions of community education. The remaining items included in Table 4.1 were considered either 'extremely important' or 'quite important' characteristics of respondents' definitions of community education and community school.

Component Two

This component deals with the joint use of school and community facilities.

Findings. The following items in Table 4.2 were considered 'extremely important' characteristics to the majority of respondents'

Table 4.1

Respondents' Perceptions Regarding the Importance of A Number of
Community Education and Community School-Characteristics
Included Within Component One*

Item In Your Opinion, How Important is it That:	Number of Respondents for Each Choice on Scale**						Percentage of Respondents for Each Choice on Scale(%)***						Mean*** N
	1	2	3	4	5	6	1	2	3	4	5	6	
1. Community education encourages citizen involvement and participation in school affairs;	32	7	9	3	2	4	56	12	16	5	4	7	1.79 53
2. The regular school program is a key part of the total community education program;	23	18	8	5	1	2	40	32	14	9	2	4	1.96 55
3. Community education utilizes community resources to enhance <i>classroom learning</i> ;	19	19	10	3	2	4	33	33	18	5	4	7	2.06 53
4. In a community school, <i>regular school programs</i> are planned in partnership by school professional personnel, adult members of the community and youth still in school;	10	18	15	9	3	2	18	32	26	16	5	4	2.58 55

Table 4.1 (continued)

Item In Your Opinion, How Important is it That:	Number of Respondents for Each Choice on Scale**						Percentage of Respondents for Each Choice on Scale(%)***						Mean**** N
	1	2	3	4	5	6	1	2	3	4	5	6	
5. In a community school, <i>extra curricular activities</i> are planned in partnership by school professional personnel, adult members of the community and youth still in school;	19	21	7	7	1	2	33	37	12	12	2	4	2.09 55
6. In a community school <i>all</i> activities are evaluated in partnership by school professional personnel, adult members of the community and youth still in school;	13	14	12	14	2	2	23	25	21	25	4	4	2.60 55
7. Community members who may have the expertise to conduct courses in a particular field of interest teach in community schools?	20	19	11	4	1	2	35	33	19	7	2	4	2.04 55

*The regular school program is an ingredient of community education.

**The scale read: 1 = extremely important, 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the following: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important.

Table 4.2

**Respondents' Perceptions Regarding the Importance of A Number of
Community Education and Community School Characteristics
Included Within Component Two***

Item	Number of Respondents for Each Choice on Scale**						Percentage of Respondents for Each Choice on Scale(%)***						Mean****	N
	1	2	3	4	5	6	1	2	3	4	5	6		
In Your Opinion, How Important is it That:														
8. <i>Community</i> facilities are utilized in providing com- munity education;	35	16	4	1	1	0	61	28	7	2	2	0	1.54	57
9. <i>School</i> facilities are utilized in providing community education;	33	19	4	0	1	0	58	33	7	0	2	0	1.54	57
10. Community schools serve people in more ways than just regular schooling throughout the day and year;	37	15	4	0	1	0	65	26	7	0	2	0	1.47	57
11. Community schools are focal points for community activities and services;	26	20	8	2	1	0	46	35	14	4	2	0	1.81	57
12. Community schools provide educational programs relevant to the entire community;	30	14	20	0	0	1	53	25	21	0	0	2		

Table 4.2 (continued)

Item	Number of Respondents for Each Choice on Scale**						Percentage of Respondents for Each Choice on Scale(%)***						Mean**** N
	1	2	3	4	5	6	1	2	3	4	5	6	
13. Community schools use the community as a laboratory for learning;	24	20	10	2	0	1	42	35	18	4	0	2	1.82 56
14. Community schools on the average, stay open 14 hours a day?	12	14	14	11	4	2	21	25	25	19	7	4	2.65 55

*The joint use of school and community facilities.

**The scale read: 1 = extremely important, 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the following: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important.

definitions of community education or community school: The utilization of *community* facilities (item 8; 61%); the utilization of *school* facilities (item 9; 58%); serving people in more ways than regular schooling (item 10; 65%), and community schools providing educational programs relevant to the entire community (item 12; 53%). A large percentage of respondents also considered community schools as focal points for community activities and services (item 11) and community school using the community as a laboratory for learning (item 13) to be 'extremely important' characteristics of their definitions of a community school. Opinions were divided between 'quite important' (25%), 'important' (25%) and 'extremely important' (21%) regarding the importance of community schools remaining open 14 hours a day (item 14).

Component Three

This component deals with additional educational, recreational, cultural, and avocational programs for school age children and youth.

Findings. As indicated in Table 4.3 a large number of respondents believed: the inclusion of *educational programs* for school age children and youth (item 15; 32%); the inclusion of *cultural and avocational activities* for school age children and youth (item 17; 35%), and the provision of activities aimed at reducing school vandalism and juvenile delinquency (item 18; 33%) were 'important' characteristics of their definitions of community education. Respondents were equally divided between 'extremely important' (30%) and 'important' (30%) on the inclusion of *recreational and leisure*

Table 4.3

**Respondents' Perceptions Regarding the Importance of A Number of
Community Education and Community School Characteristics
Included Within Component Three***

Item In Your Opinion, How Important is it That:	Number of Respondents for Each Choice on Scale**						Percentage of Respondents for Each Choice on Scale(%)***						Mean**** N
	1	2	3	4	5	6	1	2	3	4	5	6	
15. Community education includes educational programs for school age children and youth after school hours;	10	14	18	10	4	1	18	25	32	18	7	2	2.71 56
16. Community education includes recreational and leisure activities for school age children and youth after school hours;	17	16	17	3	3	1	30	28	30	5	5	2	2.27 56
17. Community education includes cultural and avocational activities for school age children and youth after school hours;	14	17	20	2	3	1	25	30	35	4	5	2	2.34 56
18. Community education provides activities aimed at reducing school vandalism and juvenile delinquency;	9	9	19	10	7	3	16	16	33	18	12	5	2.94 54

Table 4.3 (continued)

Item	Number of Respondents for Each Choice on Scale**						Percentage of Respondents for Each Choice on Scale(%)***						Mean**** N
	1	2	3	4	5	6	1	2	3	4	5	6	
19. School age children and youth use community school facilities and equipment on a year-round basis?	16	17	14	7	3	0	28	30	25	12	5	0	2.37 57

*Additional programs and activities for school age children and youth.

**The scale read: 1 = extremely important, 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the following: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important.

activities for school age children and youth (item 16) as a characteristic of their definitions of community education.

Thirty percent of respondents rated the use of community school facilities by school age children and youth (item 19) as 'quite important' regarding their definitions of a community school.

Component Four

This component deals with programs and activities for adults.

Findings. The data in Table 4.4 demonstrate that the majority of respondents believed the inclusion of *basic education and high school completion programs* (item 20; 54%) was an 'extremely important' characteristic of their definitions of community education. The remaining items in Table 4.4 were also considered 'extremely important' characteristics to the definitions of community education and community school by a large group of respondents.

Component Five

This component deals with delivery and coordination of community services.

Findings. A perusal of Table 4.5 reveals that the greatest percentage of respondents believed all items included in the table were 'important' characteristics of their definitions of community education and community school.

Component Six

This component deals with the involvement of the community in joint problem solving and decision-making.

Table 4.4

Respondents' Perceptions Regarding the Importance of A Number of
Community Education and Community School Characteristics
Included Within Component Four*

Item In Your Opinion, How Important is it That:	Number of Respondents for Each Choice on Scale**						Percentage of Respondents for Each Choice on Scale(%)**						Mean*** N
	1	2	3	4	5	6	1	2	3	4	5	6	
20. Community education includes <i>basic education and high school completion programs</i> for adults in the community;	31	16	5	4	1	0	54	28	9	7	2	0	1.74 57
21. Community education includes <i>recreational and leisure activities</i> for adults in the community;	25	20	11	0	1	0	44	35	19	0	2	0	1.81 57
22. Community education includes <i>cultural and avocational activities</i> for adults in the community;	22	17	13	1	1	3	39	30	23	2	2	5	1.93 54
23. Community education includes programs designed to assist adults in the community increase their understanding of political procedures, processes and issues;	16	12	16	9	1	3	28	21	28	16	2	5	2.39 54

Table 4.4 (continued)

Item	Number of Respondents for Each Choice on Scale**						Percentage of Respondents for Each Choice on Scale(%)***						Mean*** N
	1	2	3	4	5	6	1	2	3	4	5	6	
24. Community schools recognize that the educational and recreational needs of adults are as important as those of school age students;	26	11	11	4	2	3	46	19	19	7	4	5	1.98 54
25. A community school's student body includes all of the people who reside in the community?	18	14	9	7	6	3	32	25	16	12	11	5	2.43 54

*Programs and activities for adults.

**The scale read: 1 = extremely important, 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the following: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important.

Table 4.5

Respondents' Perceptions Regarding the Importance of A Number of
Community Education and Community School Characteristics
Included Within Component Five*

Item In Your Opinion, How Important is it That:	Number of Respondents for Each Choice on Scale**						Percentage of Respondents for Each Choice on Scale(%)***						Mean****	N
	1	2	3	4	5	6	1	2	3	4	5	6		
26. Community education includes health programs for citizens of all ages;	10	13	20	12	1	1	18	23	35	21	2	2	2.66	56
27. Community education assists residents in securing employment;	8	4	20	15	10	0	14	7	35	26	18	0	3.26	57
28. Community education assists residents in securing social services from an appropriate agency;	9	10	17	16	5	0	16	18	30	28	9	0	2.96	57
29. Community schools act as co-ordinating agencies for all community service organizations in the community;	7	11	15	12	11	1	12	19	26	21	19	2	3.16	56
30. Community schools are used by service organizations for delivering their service to people in the community;	9	8	18	14	6	2	16	14	32	25	11	4	3.00	55

Table 4.5 (continued)

Item	Number of Respondents for Each Choice on Scale**						Percentage of Respondents for Each Choice on Scale(%)***						Mean*** N
	1	2	3	4	5	6	1	2	3	4	5	6	
31. Community schools act as referral centres by directing community problems to appropriate community service agencies?	11	12	17	13	4	0	19	21	30	23	7	0	2.77 57

*Delivery and coordination of community services.

**The scale read: 1 = extremely important, 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the following: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important.

Findings. As indicated in Table 4.6, practicing and promoting democracy in a community is the only item considered 'extremely important' by a majority of respondents (item 39; 51%) with respect to their definitions of a community school. A large group of respondents also considered items 32, 33, 36 37, 40 and 42 to be 'extremely important' characteristics of their definitions of community education and community school, while items 34 and 35 were noted as 'quite important' characteristics of their definitions of community education.

Review of Findings. The results gleaned from Tables 4.1 to 4.6 give an indication of the importance of a number of characteristics as they relate to respondents' definitions of community education and community schools.

More specifically, the data show that citizen's involvement in school affairs (item 1), the utilization of community facilities (item 8), the utilization of school facilities (item 9) and basic education and high school completion programs for adults (item 20) were the only characteristics of community education (from a total of twenty-one (21)) that were selected by more than half of respondents as 'extremely important' facets of their definitions of community education. It is important to note that two of the characteristics selected (items 8 and 9) were directly related to the efficient use of *all* community facilities.

Table 4.6

**Respondents' Perceptions Regarding the Importance of A Number of
Community Education and Community School Characteristics
Included Within Component Six***

Item In Your Opinion, How Important is it That:	Number of Respondents for Each Choice on Scale**						Percentage of Respondents for Each Choice on Scale(%)***						Mean*** N
	1	2	3	4	5	6	1	2	3	4	5	6	
32. Community education develops a process for <i>identifying</i> community needs;	24	8	18	5	1	1	42	14	32	9	2	2	2.13 56
33. Community education develops a process for <i>meeting</i> community needs through community action;	20	8	19	8	1	1	35	14	33	14	2	2	2.32 56
34. Community education encourages citizen involvement in community affairs;	19	20	9	7	2	0	33	35	16	12	4	0	2.18 57
35. Community education provides increased opportunities for people to assume leadership roles within their communities;	18	19	10	7	2	1	32	33	18	12	4	2	2.21 56
36. Community education promotes social interaction among people with differing cultural backgrounds;	20	17	12	5	1	2	35	30	21	9	2	4	2.09 55

Table 4.6 (continued)

Item	Number of Respondents for Each Choice on Scale**						Percentage of Respondents for Each Choice on Scale(%)***						Mean**** N
	1	2	3	4	5	6	1	2	3	4	5	6	
In Your Opinion, How Important is it That:													
37. Community schools have community-school coordinators;	18	9	17	5	4	4	32	16	30	9	7	7	2.40 53
38. Community schools have local community-school councils;	23	11	14	5	1	3	40	19	25	9	2	5	2.07 54
39. Community schools practice and promote democracy in a community;	29	8	14	4	1	1	51	14	25	7	2	2	1.93 56
40. Community schools are operated jointly by school professional personnel and lay people?	24	10	11	10	1	1	42	18	19	18	2	2	2.18 56

*The involvement of the community in joint problem solving and decision-making.

**The scale read: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the following: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important.

The data also highlight notable trends in relation to community schools. More than half the respondents believed that serving people in more ways than regular schooling throughout the day and year (item 10), providing educational programs that are relevant to the entire community (item 12), and practicing and promoting democracy in a community (item 39) were 'extremely important' characteristics of their definitions of a community school. In a succinct form, these three items appear to suggest that respondents believed community schools serve many purposes in the community and that citizens have a great deal of voice in determining what those purposes are.

The data contained in Tables 4.1 to 4.6 are summarized in Tables 4.7 and 4.8. The characteristics of community education and community schools were separated in the following analyses and the data related to community education are presented in Table 4.7 while those related to community schools are found in Table 4.8.

Summary of Respondents' Perceptions of Community Education Characteristics

The means and percentages of respondents' perceptions of *all* items within *each component* of community education were calculated and are presented in Table 4.7. This information was obtained by collapsing all the data within each component and presenting cumulative frequencies and percentages. Mean scores in Table 4.7 represent the mean of means for individual items within each component.

Findings. A perusal of Table 4.7 reveals that the majority of respondents perceived the joint use of school and community facilities

Table 4.7

A Summary of Respondents' Perceptions Regarding the Importance
of Various Characteristics of Community Education

Item	Cumulative Number of Respondents for Each Choice on Scale**						Cumulative Percentage of Respondents for Each Choice on Scale (%)***						Mean****	N
	1	2	3	4	5	6	1	2	3	4	5	6		
Component #1*	74	44	27	11	5	10	43	26	16	6	3	6	1.98	55
Component #2	68	35	8	1	2	0	60	31	7	1	2	0	1.54	57
Component #3	50	56	74	25	17	6	22	25	33	11	7	3	2.58	57
Component #4	94	65	45	14	4	6	41	29	20	6	2	3	1.96	57
Component #5	27	27	57	43	16	1	16	16	33	25	9	1	2.98	57
Component #6	101	72	68	32	7	5	35	25	24	11	2	2	2.20	57

*Taken from Minzey's (1974) components of community education.

**This scale read: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the mean of individual items that were included in the six sections of the questionnaire.

(component #2; 60%) to be 'extremely important' in relation to their definitions of community education. A large percentage of respondents also believed that community education includes the regular school program (component #1; 43%), programs and activities for adults (component #4; 41%), and community involvement in problem solving and decision-making (item #6, 35%) as these were rated 'extremely important' components of their definitions of community education; while activities for school age children and youth (component #3; 33%) and the delivery and coordination of community services (component #5; 33%) were considered 'important' components.

Review of Findings. It was noted previously in this chapter that according to respondents, the joint use of school and community facilities (component #2) was the most important element of community education. This point is highlighted in Table 4.7. In addition, it can be seen that components #1, #4 and #6, were all perceived as more important than components #3 and #5. These data seem to suggest that respondents believed school age children and youth were already adequately served and that the coordination and delivery of community services was not a priority of community education. However, it should also be noted that it was not the majority of respondents who believed components #1, #4 and #6 were 'extremely important' to their definitions of community education.

Summary of Respondents' Perceptions of Community School Characteristics

The means and percentages of respondents' perceptions of *all* items within *each component* of community schools were also calculated

and are presented in Table 4.8. The method of data analysis in Table 4.8 is identical to Table 4.7.

Findings. Data in Table 4.8 reveal that a large percentage of respondents believed that the joint use of school and community facilities (component #2; 45%), programs and activities for adults (component #4; 39%), and community involvement in problem solving and decision-making (component #6; 41%) were 'extremely important' elements of their definitions of a community school. The data also show that components #1 and #3 were considered 'quite important' and that component #5 was considered 'important' to the largest group of respondents.

Review of Findings. The most striking point about the data presented in Table 4.8 is the "spread" of responses. The distribution of responses concerning the importance of *each* component generally ranges from 'extremely important' (choice 1 on the scale) to 'not important' (choice 5 on the scale). Overall these data reflect a wide range of definitions of a community school held by study respondents.

Further Characteristics of Community Education and Community Schools

Respondents were invited to add any additional characteristics that were part of their definition of community education or community schools. These comments are listed *verbatim* below.

One respondent in Newfoundland considered it 'extremely important' that; 1) 'Community schools are physically planned so that

Table 4.8

A Summary of Respondents' Perceptions Regarding the Importance
of Various Characteristics of Community Schools

Item	Cumulative Number of Respondents for Each Choice on Scale**						Cumulative Percentage of Respondents for Each Choice on Scale(%)***						Mean***	N
	1	2	3	4	5	6	1	2	3	4	5	6		
Component #1*	62	72	45	34	7	8	27	32	20	15	3	4	2.33	56
Component #2	129	83	48	15	6	4	45	29	17	5	2	1	1.87	57
Component #3	16	17	14	7	3	0	28	30	25	12	5	0	2.37	57
Component #4	44	25	20	11	8	6	39	22	18	10	7	5	2.20	54
Component #5	27	31	50	39	21	3	16	18	29	23	12	2	2.99	57
Component #6	94	38	56	24	7	9	41	17	25	11	3	4	2.16	57

*Taken from Minzey's (1974) components of community education.

**This scale read: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the mean of individual items that were included in the six sections of the questionnaire.

they encourage community involvement,' and 2) 'Community schools are fully interpreted to teachers and other human service professionals as part of their training.' Another respondent in Newfoundland considered it 'extremely important' that; 1) 'Community schools use every facility and every responsible person in the community who is willing to help. Community schools should not duplicate regular school work but should compliment it. They should not try to be the "Top Dog" in the community but be prepared to work with others, follow where good leadership prevails, and lead in areas where leadership is lacking;' 2) 'Far too many community schools try to "build empires" and undermine already good agencies. This is not necessary. It takes a fine administrator to see that each community gets what it needs without upsetting the system and things that are working;' 3) 'There are so many people in the community who, if approached, could help. They do not need money, just a sincere thank you. They want to work but not to be "used" by some smart "empire builder" who may mean well but maybe is too ambitious, and 4) 'We cannot any longer afford to have palatial schools, churches, community halls lying idle.'

One respondent in Nova Scotia considered it 'extremely important' that; 1) 'Community school activities are led by volunteer, non-paid personnel,' and 2) 'A community committee composed of representatives of community school councils and of any participating agencies act as an advisory body.'

In Ontario a respondent believed it was 'extremely important' to 'identify all positive leadership in and outside of the school and arrange a marriage to enable community and school to mutually benefit.'

A Manitoba respondent noted that it was 'extremely important' to; 1) 'maximize available community resources,' and that 2) 'community education is not a standardized concept. Local characteristics must be respected.'

A respondent in Saskatchewan believed it was 'extremely important' that; 1) 'Community schools should establish priorities on facility needs and construction,' 2) 'Community schools should promote and insist upon school and community cooperation in facility construction and planning.' and 3) 'Community schools must promote healthy living in all the activities offered.'

One respondent in Alberta noted it was desirable that; 'Professional people in the school know the community they serve and respect the wishes of the parents and the social mores of the community.' Another Alberta respondent believed it was 'extremely important' that community schools be "collegially operated."

In British Columbia a respondent claimed community schools were 'a dangerous fad which created a series of minor political pressure areas which can be manipulated by 1) community-school coordinators and 2) small groups of the public.'

Finally, a respondent in the Northwest Territories believed it was 'extremely important' that; 1) 'Community schools stress the education of adults who are not literate so they will place a value on education and insure their childrens' education,' and it was quite important that 'Community schools break down the barriers between the school and the community,' and 3) 'Community schools place the responsibility for education on the community and not on the school teachers.'

II. GEOGRAPHICAL DISTRIBUTION SHOWING THE RESPONSES GIVEN FOR THE SIX COMPONENTS OF COMMUNITY EDUCATION AND COMMUNITY SCHOOLS

The data were analyzed to show which region of Canada produced which responses on each of the six components of community education and community schools. In reporting this information two criteria were established.

First, only responses to the choice *extremely important* are reported and, second, at least half (50%) of the respondents had to check "extremely important" to be reported in these findings. This procedure was used to provide a definitive and concise description of respondents' views.

It was anticipated that this procedure would isolate a number of significant characteristics of community education and community schools in Canada.

Data in Tables 4.9 to 4.20 were computed in a manner similar to the method used in Tables 4.7 and 4.8.

The results are discussed in two sections; one dealing with community education and the other with community schools.

Geographical Location Showing Responses for Each Component of Community Education

Findings - Component #1. Table 4.9 reveals that the majority (50% or more) of respondents in six provinces and one territory believed that the inclusion of community education in the regular school program

Table 4.9

Respondents' Perceptions Regarding the Importance of Component One*
to Definitions of Community Education in
Each Province and Territory

Province/Territory	The Importance of Component One to C.E.												Mean****	N
	Cumulative Number of Respondents for Each Choice on Scale**						Cumulative Percentage of Respondents for Each Choice on Scale (%)***							
	1	2	3	4	5	6	1	2	3	4	5	6		
Newfoundland	6	5	1	-	-	-	50	42	9	-	-	-	1.58	4
Prince Edward Island	6	2	4	-	-	-	50	17	33	-	-	-	1.83	4
Nova Scotia	1	7	4	4	2	-	6	39	22	22	11	-	2.94	6
New Brunswick	2	10	-	-	-	-	17	83	-	-	-	-	1.83	4
Quebec	6	2	1	-	-	3	50	17	8	-	-	25	1.44	7
Ontario	15	2	3	1	-	-	71	10	14	5	-	-	1.52	7
Manitoba	9	3	3	-	-	-	60	20	20	-	-	-	1.60	5
Saskatchewan	6	-	4	-	1	1	50	-	33	-	8	8	2.00	4
Alberta	7	5	2	5	-	2	33	24	10	24	-	10	2.43	7
British Columbia	5	3	1	-	2	4	33	20	7	-	13	27	2.42	4
Yukon	-	4	4	1	-	-	-	44	44	11	-	-	2.67	3
Northwest Territories	11	1	-	-	-	-	92	8	-	-	-	-	1.08	4

*The regular school program as an ingredient of community education.

**This scale read: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the mean of each individual item that was included in section one of the questionnaire.

(component #1) was 'extremely important' with respect to their definition of community education. However, frequency and percentage scores indicate that respondents in the Northwest Territories were the only ones who almost unanimously checked component #1 as 'extremely important' (mean 1.08). By comparison, opinions of respondents from Nova Scotia, Saskatchewan and British Columbia ranged between 'extremely important' and 'not important.'

Findings - Component #2. Table 4.10 indicates that the majority of respondents in eight provinces and one territory believed that the joint use of school and community facilities (component #2) was 'extremely important' to their definition of community education. Frequency scores demonstrate that Saskatchewan respondents were unanimous (mean 1.00) in their beliefs concerning the importance of component #2 to their definitions of community education. Respondents in British Columbia grouped between 'quite important' and 'important' (mean 2.40) in their perceptions of component #2.

Findings - Component #3. A perusal of Table 4.11 shows that Prince Edward Island was the only province where 50% of respondents considered additional programs for school age children and youth (component #3) an 'extremely important' element of community education. On a national basis, however, frequency and percentage scores reveal that respondents in all provinces, including Prince Edward Island, and both territories, were divided in their opinions concerning the importance of component #3 to their definitions of community education.

Table 4.10

Respondents' Perceptions Regarding the Importance of Component Two*
to Definitions of Community Education in
Each Province and Territory

Province/Territory	The Importance of Component Two to C.E.												Mean****	N
	Cumulative Number of Respondents for Each Choice on Scale**						Cumulative Percentage of Respondents for Each Choice on Scale (%)***							
	1	2	3	4	5	6	1	2	3	4	5	6		
Newfoundland	4	4	-	-	-	-	50	50	-	-	-	-	1.50	4
Prince Edward Island	4	3	1	-	-	-	50	38	13	-	-	-	1.63	4
Nova Scotia	8	3	1	-	-	-	67	25	8	-	-	-	1.42	6
New Brunswick	6	1	1	-	-	-	75	13	13	-	-	-	1.38	4
Quebec	6	2	-	-	-	-	75	25	-	-	-	-	1.25	4
Ontario	12	2	-	-	-	-	86	14	-	-	-	-	1.14	7
Manitoba	2	6	2	-	-	-	20	60	20	-	-	-	2.00	5
Saskatchewan	8	-	-	-	-	-	100	-	-	-	-	-	1.00	4
Alberta	8	3	3	-	-	-	57	21	21	-	-	-	1.64	7
British Columbia	2	6	-	-	2	-	20	60	-	-	20	-	2.40	5
Yukon	1	4	-	1	-	-	17	67	-	17	-	-	2.17	3
Northwest Territories	7	1	-	-	-	-	88	13	-	-	-	-	1.13	4

*The joint use of school and community facilities.

**This scale read: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the mean of each individual item that was included in section two of the questionnaire.

Table 4.11

Respondents' Perceptions Regarding the Importance of Component Three*
to Definitions of Community Education in
Each Province and Territory

Province/Territory	The Importance of Component Three to C.E.												Mean****	N
	Cumulative Number of Respondents for Each Choice on Scale**						Cumulative Percentage of Respondents for Each Choice on Scale (%)***							
	1	2	3	4	5	6	1	2	3	4	5	6		
Newfoundland	-	4	6	5	1	-	-	25	38	31	6	-	3.19	4
Prince Edward Island	8	2	5	-	1	-	50	13	31	-	6	-	2.00	4
Nova Scotia	8	4	6	6	-	-	33	17	25	25	-	-	2.42	6
New Brunswick	-	8	4	2	2	-	-	50	25	13	13	-	2.88	4
Quebec	4	3	9	-	-	-	25	19	56	-	-	-	2.31	4
Ontario	12	2	12	2	-	-	43	7	43	7	-	-	2.14	7
Manitoba	7	3	5	1	1	3	35	15	25	5	5	15	2.30	5
Saskatchewan	-	6	2	1	7	-	-	38	13	6	44	-	3.56	4
Alberta	5	4	11	4	2	2	18	14	39	14	7	7	2.87	7
British Columbia	2	8	7	-	3	-	10	40	35	-	15	-	2.70	5
Yukon	-	5	3	4	-	-	-	42	25	33	-	-	2.92	3
Northwest Territories	4	7	4	-	-	1	25	44	25	-	-	6	2.00	4

*Additional programs and activities for school age children and youth.

**This scale read: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the mean of each individual item that was included in section three of the questionnaire.

Findings - Component #4. Table 4.12 indicates that the majority of respondents in four provinces and one territory believed programs and activities for adults (component #4) was 'extremely important' to their definitions of community education. Frequency and percentage scores demonstrate, however, that a considerable number of respondents did not perceive component #4 to be 'extremely important' and that 38% of Quebec respondents did not reply to the items.

Findings - Component #5. The data in Table 4.13 reveal that the majority of respondents in two provinces considered the delivery and coordination of community services (component #5) to be 'extremely important' to their definitions of community education. Generally, however, respondents in all provinces and territories were divided in their opinions between 'extremely important' and 'not important.'

Findings - Component #6. Table 4.14 indicates that the majority of respondents in three provinces believed community involvement in problem solving and decision-making (component #6) was 'extremely important' to their definitions of community education. In addition, respondents' perceptions of component #6, in most areas, except Alberta, British Columbia and Yukon, ranged between 'extremely important' (mean 1.44 in Manitoba) and 'important' (mean 2.55 in Quebec). This spread of scores was much greater in Alberta, British Columbia and Yukon with 12% of respondents in British Columbia not replying to items.

Table 4.12

Respondents' Perceptions Regarding the Importance of Component Four*
to Definitions of Community Education in
Each Province and Territory

Province/Territory	The Importance of Component Four to C.E.												Mean****	N
	Cumulative Number of Respondents for Each Choice on Scale**						Cumulative Percentage of Respondents for Each Choice on Scale (%)***							
	1	2	3	4	5	6	1	2	3	4	5	6		
Newfoundland	3	13	-	-	-	-	19	81	-	-	-	-	1.81	4
Prince Edward Island	8	6	2	-	-	-	50	38	13	-	-	-	1.63	4
Nova Scotia	12	4	5	3	-	-	50	17	21	13	-	-	1.96	6
New Brunswick	-	11	5	-	-	-	-	69	31	-	-	-	2.31	4
Quebec	3	6	1	-	-	6	19	38	6	-	-	38	1.81	4
Ontario	13	6	7	2	-	-	46	21	25	7	-	-	1.93	7
Manitoba	12	6	1	1	-	-	60	30	5	5	-	-	1.55	5
Saskatchewan	14	-	1	1	-	-	88	-	6	6	-	-	1.31	4
Alberta	10	4	11	1	2	-	36	14	39	4	7	-	2.32	7
British Columbia	5	4	8	2	1	-	25	20	40	10	5	-	2.50	5
Yukon	4	1	2	4	1	-	33	8	17	33	8	-	2.75	3
Northwest Territories	10	4	2	-	-	-	63	25	13	-	-	-	1.50	4

*Programs and activities for adults.

**This scale read: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the mean of each individual item that was included in section four of the questionnaire.

Table 4.13

Respondents' Perceptions Regarding the Importance of Component Five*
to Definitions of Community Education in
Each Province and Territory

Province/Territory	The Importance of Component Five to C.E.												Mean****	N
	Cumulative Number of Respondents for Each Choice on Scale**						Cumulative Percentage of Respondents for Each Choice on Scale (%)***							
	1	2	3	4	5	6	1	2	3	4	5	6		
Newfoundland	-	3	7	2	-	-	-	25	58	17	-	-	2.92	4
Prince Edward Island	-	2	4	4	2	-	-	17	33	33	17	-	3.50	4
Nova Scotia	1	4	6	6	1	-	6	22	33	33	6	-	3.11	6
New Brunswick	-	-	7	4	1	-	-	-	58	33	8	-	3.50	4
Quebec	-	2	5	5	-	-	-	17	42	42	-	-	3.25	4
Ontario	2	5	4	6	4	-	10	24	19	29	19	-	3.24	7
Manitoba	8	2	4	1	-	-	53	13	27	7	-	-	1.87	5
Saskatchewan	8	1	3	-	-	-	67	8	25	-	-	-	1.58	4
Alberta	-	3	6	7	4	1	-	14	29	33	19	5	3.67	7
British Columbia	1	1	6	4	3	-	7	7	40	27	20	-	3.47	5
Yukon	2	2	2	2	1	-	22	22	22	22	11	-	2.78	3
Northwest Territories	5	2	3	2	-	-	42	17	25	17	-	-	2.17	4

*Delivery and coordination of community services.

**This scale read: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the mean of each individual item that was included in section five of the questionnaire.

Table 4.14

Respondents' Perceptions Regarding the Importance of Component Six**
to Definitions of Community Education in
Each Province and Territory

Province/Territory	The Importance of Component Six to C.E.												Mean****	N
	Cumulative Number of Respondents for Each Choice on Scale**						Cumulative Percentage of Respondents for Each Choice on Scale (%)***							
	1	2	3	4	5	6	1	2	3	4	5	6		
Newfoundland	10	5	5	-	-	-	50	25	25	-	-	-	1.75	4
Prince Edward Island	6	7	7	-	-	-	30	35	35	-	-	-	2.05	4
Nova Scotia	12	5	12	1	-	-	40	17	40	3	-	-	2.07	6
New Brunswick	4	6	7	3	-	-	20	30	35	15	-	-	2.45	4
Quebec	2	10	3	5	-	-	10	50	15	25	-	-	2.55	4
Ontario	16	11	7	1	-	-	46	31	20	3	-	-	1.80	7
Manitoba	17	5	3	-	-	-	68	20	12	-	-	-	1.44	5
Saskatchewan	10	8	2	-	-	-	50	40	10	-	-	-	1.60	4
Alberta	7	5	5	14	3	1	20	14	14	40	9	3	3.06	7
British Columbia	10	2	4	5	1	3	40	8	16	20	4	12	2.34	5
Yukon	1	2	5	3	3	1	7	13	33	20	20	7	3.38	3
Northwest Territories	6	6	8	-	-	-	30	30	40	-	-	-	2.10	4

*The involvement of community in joint problem solving and decision-making.

**This scale read: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the mean of each individual item that was included in section six of the questionnaire.

Review of Findings. The results displayed in Table 4.9 to 4.14 reveal a wide range of perceptions regarding the importance of each component of community education to respondents' definitions. The joint use of school and community facilities (component #2) was generally considered the most important component of community education by respondents to eight provinces and one territory. Citizen participation in the regular school program (component #1) was also considered a priority by respondents in six provinces and one territory.

Generally, however, the results reflect a diversity of opinions concerning the importance of the six components of community education to respondents' definitions.

Geographical Location Showing Responses
for Each Component of Community
Schools

The information concerned with the six components of a community school is presented below.

Findings - Component #1. As indicated in Table 4.15, in relation to respondents' definitions of a community school, community involvement in the regular school program (component #1) was 'extremely important' to 50% of respondents in two provinces. Frequency and percentage scores indicate that a large percentage of respondents in all provinces and the two territories considered component #1 'extremely important' to 'slightly important' to their definitions of a community school and that 14% of respondents in Alberta and 20% in

Table 4.15

Respondents' Perceptions Regarding the Importance of Component One*
to Definitions of Community Schools
in Each Province and Territory

Province/Territory	The Importance of Component One to Community Schools												Mean****	N
	Cumulative Number of Respondents for Each Choice on Scale**						Cumulative Percentage of Respondents for Each Choice on Scale (%)***							
	1	2	3	4	5	6	1	2	3	4	5	6		
Newfoundland	6	7	1	2	-	-	38	44	6	13	-	-	1.94	4
Prince Edward Island	3	8	2	1	2	-	19	50	13	6	13	-	2.44	4
Nova Scotia	6	4	6	8	-	-	25	17	25	33	-	-	2.67	6
New Brunswick	8	4	4	-	-	-	50	25	25	-	-	-	1.75	4
Quebec	1	9	4	2	-	-	6	56	25	13	-	-	2.44	4
Ontario	6	12	6	4	-	-	21	43	21	14	-	-	2.29	7
Manitoba	10	9	1	-	-	-	50	45	5	-	-	-	1.55	5
Saskatchewan	6	1	3	6	-	-	38	6	19	38	-	-	2.56	4
Alberta	4	4	7	5	4	4	14	14	25	18	14	14	2.99	7
British Columbia	4	6	2	3	1	4	20	30	10	15	5	20	2.44	4
Yukon	2	3	6	1	-	-	17	25	50	8	-	-	2.50	3
Northwest Territories	6	5	3	2	-	-	38	31	19	13	-	-	2.06	4

*The regular school program as an ingredient of community education.

**This scale read: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the mean of each individual item that was included in section one of the questionnaire.

British Columbia did not reply to the items.

Findings - Component #2. Table 4.16 indicates that the majority of respondents in four provinces and one territory considered the joint use of school and community facilities (component #2) to be an 'extremely important' element of their definitions of a community school. In addition, frequency and percentage scores suggest that respondents in all areas considered component #2 'extremely important' to 'important' regarding their definitions of a community school (mean 1.45 to 2.56).

Findings - Component #3. Table 4.17 reveals that the majority of respondents in two provinces believed additional programs and activities for school age children and youth (component #3) was 'extremely important' to their definitions of a community school. Quebec respondents considered component #3 to be 'quite important' (mean 2.00) to their definitions, New Brunswick respondents were split equally between 'quite important' and 'important' (mean 2.50), and the remaining respondents were divided in their opinions.

Findings - Component #4. Data in Table 4.18 show that all respondents in Saskatchewan (mean 1.00) and the majority of respondents in three other provinces claimed that programs and activities for adults (component #4) was 'extremely important' to their definitions of a community school. Frequency and percentage scores reveal that 75% of Quebec respondents refrained from answering items in component #4, and that the remaining respondents generally checked somewhere between 'extremely important' and 'slightly important.'

Table 4.16

Respondents' Perceptions Regarding the Importance of Component Two*
to Definitions of Community Schools
in Each Province and Territory

Province/Territory	The Importance of Component Two to Community Schools												Mean****	N
	Cumulative Number of Respondents for Each Choice on Scale**						Cumulative Percentage of Respondents for Each Choice on Scale (%)***							
	1	2	3	4	5	6	1	2	3	4	5	6		
Newfoundland	9	9	1	-	1	-	45	45	5	-	5	-	1.75	4
Prince Edward Island	9	8	2	1	-	-	45	40	10	5	-	-	1.75	4
Nova Scotia	18	5	5	2	-	-	60	17	17	7	-	-	1.70	6
New Brunswick	6	4	8	2	-	-	30	20	40	10	-	-	2.30	4
Quebec	7	11	2	-	-	-	35	55	10	-	-	-	1.75	4
Ontario	22	6	5	1	1	-	63	17	14	3	3	-	1.66	7
Manitoba	14	8	0	1	-	2	56	32	-	4	-	8	1.49	5
Saskatchewan	14	3	3	-	-	-	70	15	15	-	-	-	1.45	4
Alberta	13	5	10	3	2	2	37	14	29	9	6	6	2.20	7
British Columbia	4	9	8	2	2	-	16	36	32	8	8	-	2.56	5
Yukon	2	7	3	3	-	-	13	47	20	20	-	-	2.47	3
Northwest Territories	11	8	1	-	-	-	55	40	5	-	-	-	1.50	4

*The joint use of school and community facilities.

**This scale read: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the mean of each individual item that was included in section two of the questionnaire.

Table 4.17

Respondents' Perceptions Regarding the Importance of Component Three*
to Definitions of Community Schools
in Each Province and Territory

Province/Territory	The Importance of Component Three to Community Schools												Mean****	N
	Cumulative Number of Respondents for Each Choice on Scale**						Cumulative Percentage of Respondents for Each Choice on Scale (%)***							
	1	2	3	4	5	6	1	2	3	4	5	6		
Newfoundland	2	-	1	1	-	-	50	-	25	25	-	-	2.25	4
Prince Edward Island	1	-	3	-	-	-	25	-	75	-	-	-	2.50	4
Nova Scotia	2	1	2	1	-	-	33	17	33	17	-	-	2.33	6
New Brunswick	-	2	2	-	-	-	-	50	50	-	-	-	2.50	4
Quebec	-	4	-	-	-	-	-	100	-	-	-	-	2.00	4
Ontario	2	3	1	1	-	-	29	43	14	14	-	-	2.14	7
Manitoba	3	-	2	-	-	-	60	-	40	-	-	-	1.80	5
Saskatchewan	-	2	-	-	2	-	-	50	-	-	50	-	3.50	4
Alberta	3	2	1	1	-	-	43	29	14	14	-	-	2.00	7
British Columbia	1	1	1	2	-	-	20	20	20	40	-	-	2.80	5
Yukon	1	-	-	1	1	-	33	-	-	33	33	-	3.33	3
Northwest Territories	1	2	1	-	-	-	25	50	25	-	-	-	2.00	4

*Additional programs and activities for school age children and youth.

**This scale read: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the mean of each individual item that was included in section three of the questionnaire.

Table 4.18

Respondents' Perceptions Regarding the Importance of Component Four**
to Definitions of Community Schools
in Each Province and Territory

Province/Territory	The Importance of Component Four to Community Schools												Mean****	N
	Cumulative Number of Respondents for Each Choice on Scale**						Cumulative Percentage of Respondents for Each Choice on Scale (%)***							
	1	2	3	4	5	6	1	2	3	4	5	6		
Newfoundland	2	5	-	1	-	-	25	63	-	13	-	-	2.00	4
Prince Edward Island	5	1	1	1	-	-	63	13	13	13	-	-	1.75	4
Nova Scotia	4	2	6	-	-	-	33	17	50	-	-	-	2.17	6
New Brunswick	4	-	2	2	-	-	50	-	25	25	-	-	2.25	4
Quebec	-	2	-	-	-	6	-	25	-	-	-	75	2.00	1
Ontario	5	2	5	2	-	-	36	14	36	14	-	-	2.29	7
Manitoba	7	3	-	-	-	-	70	30	-	-	-	-	1.30	5
Saskatchewan	8	-	-	-	-	-	100	-	-	-	-	-	1.00	4
Alberta	4	2	2	3	3	-	29	14	14	33	33	-	2.93	7
British Columbia	-	2	2	1	5	-	-	20	20	10	50	-	3.90	5
Yukon	2	2	1	1	-	-	33	33	17	17	-	-	2.17	3
Northwest Territories	3	4	1	-	-	-	38	50	13	-	-	-	1.75	4

*Programs and activities for adults.

**This scale read: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the mean of each individual item that was included in section four of the questionnaire.

Findings - Component #5. Table 4.19 demonstrates that all respondents (mean 1.00) in Saskatchewan believed that the delivery and coordination of community services (component #5) was an 'extremely important' ingredient of their definitions of a community school. Frequency and percentage scores reveal that respondents in the remaining provinces and both territories were divided in their opinions concerning the importance of their definitions of a community school.

Findings - Component #6. Finally, Table 4.20 affirms that all respondents (mean 1.00) in Saskatchewan and the majority of respondents in three other provinces and one territory claimed that community involvement in problem solving and decision-making (component #6) was 'extremely important' in relation to their definitions of a community school. Frequency and percentage scores indicate the overall spread of responses to component #6.

Review of Findings. The diversity of opinions mentioned in the previous section is also evident in the present section. Frequency and percentage scores in Tables 4.14 to 4.20 offer some explanation for the low number of provinces and territories indicating 'extremely important' in relation to the six components of community schools. The majority of respondents in most provinces and territories, for example, believed the components of a community school were 'extremely important' to 'slightly important' in relation to their definitions of a community school.

Table 4.19

Respondents' Perceptions Regarding the Importance of Component Five*
to Definitions of Community Schools
in Each Province and Territory

Province/Territory	The Importance of Component Five to Community Schools												Mean****	N
	Cumulative Number of Respondents for Each Choice on Scale**						Cumulative Percentage of Respondents for Each Choice on Scale (%)***							
	1	2	3	4	5	6	1	2	3	4	5	6		
Newfoundland	1	1	7	2	-	1	8	8	58	17	-	8	3.00	4
Prince Edward Island	-	3	5	4	-	-	-	25	42	33	-	-	3.08	4
Nova Scotia	2	2	4	3	7	-	11	11	22	17	39	-	3.61	6
New Brunswick	-	2	2	5	3	-	-	17	17	42	25	-	3.75	4
Quebec	-	4	3	5	-	-	-	33	25	42	-	-	3.08	4
Ontario	3	5	4	7	-	2	14	24	19	33	-	10	2.90	7
Manitoba	4	4	7	-	-	-	27	27	47	-	-	-	2.20	5
Saskatchewan	12	-	-	-	-	-	100	-	-	-	-	-	1.00	4
Alberta	1	3	1	8	8	-	5	14	5	38	38	-	3.90	7
British Columbia	-	3	8	3	1	-	-	20	53	20	7	-	3.13	5
Yukon	1	3	2	1	2	-	11	33	22	11	22	-	3.00	3
Northwest Territories	3	1	7	1	-	-	25	8	58	8	-	-	2.50	4

*Delivery and coordination of community services.

**This scale read: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the mean of each individual item that was included in section five of the questionnaire.

Table 4.20

Respondents' Perceptions Regarding the Importance of Component Six*
to Definitions of Community Schools
in Each Province and Territory

Province/Territory	The Importance of Component Six to Community Schools												Mean****	N
	Cumulative Number of Respondents for Each Choice on Scale**						Cumulative Percentage of Respondents for Each Choice on Scale (%)***							
	1	2	3	4	5	6	1	2	3	4	5	6		
Newfoundland	-	7	7	2	-	-	-	44	44	13	-	-	2.69	4
Prince Edward Island	4	2	8	1	1	-	25	13	50	6	6	-	2.56	4
Nova Scotia	15	1	6	2	-	-	63	4	25	8	-	-	1.79	6
New Brunswick	4	4	6	2	-	-	25	25	38	13	-	-	2.38	4
Quebec	-	2	10	2	-	2	-	13	63	13	-	13	3.00	4
Ontario	17	4	3	3	1	-	61	14	11	11	4	-	1.82	7
Manitoba	13	5	1	1	-	-	65	25	5	5	-	-	1.50	5
Saskatchewan	16	-	-	-	-	-	100	-	-	-	-	-	1.00	4
Alberta	8	3	5	8	4	-	29	11	18	29	14	-	2.89	7
British Columbia	4	6	4	3	-	3	20	30	20	15	-	15	2.45	5
Yukon	5	-	2	-	1	4	42	-	17	-	8	33	2.00	3
Northwest Territories	8	4	4	-	-	-	50	25	25	-	-	-	1.75	4

*The involvement of the community in joint problem solving and decision-making.

**This scale read: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the mean of each individual item that was included in section six of the questionnaire.

These results raised the question as to whether the items provided in the questionnaire were the most important characteristics of a community school in Canada. It may also be true that community schools in Canada were in an embryonic stage at the time this study was conducted and that it could be some time before their specific role and nature evolved.

Summary of Respondents' Perceptions of Community Education and Community School Developments in Canada

The information contained in Tables 4.9 to 4.20 was used to construct profiles of the development of community education and community schools in each province and territory. When compiling the profiles, only responses to choice number 1 (extremely important), on the questionnaire scale, were used. Again it was anticipated that this procedure would isolate significant perceptions of community education and community school developments in Canada.

Findings. Figure 4.1 presents an overview of respondents' opinions regarding community education and community school developments in Canada. According to Figure 4.1 respondents believed component #2 (joint use of school and community facilities) was the most important ingredient of community education and community schools in Canada and component #5 (delivery and coordination of community services) was the least important.

A global view of the remaining Figures reveals that there was a great diversity of opinions among provinces and territories regarding the importance of the six components in relation to community education and community schools. In Newfoundland (Figure 4.2), for

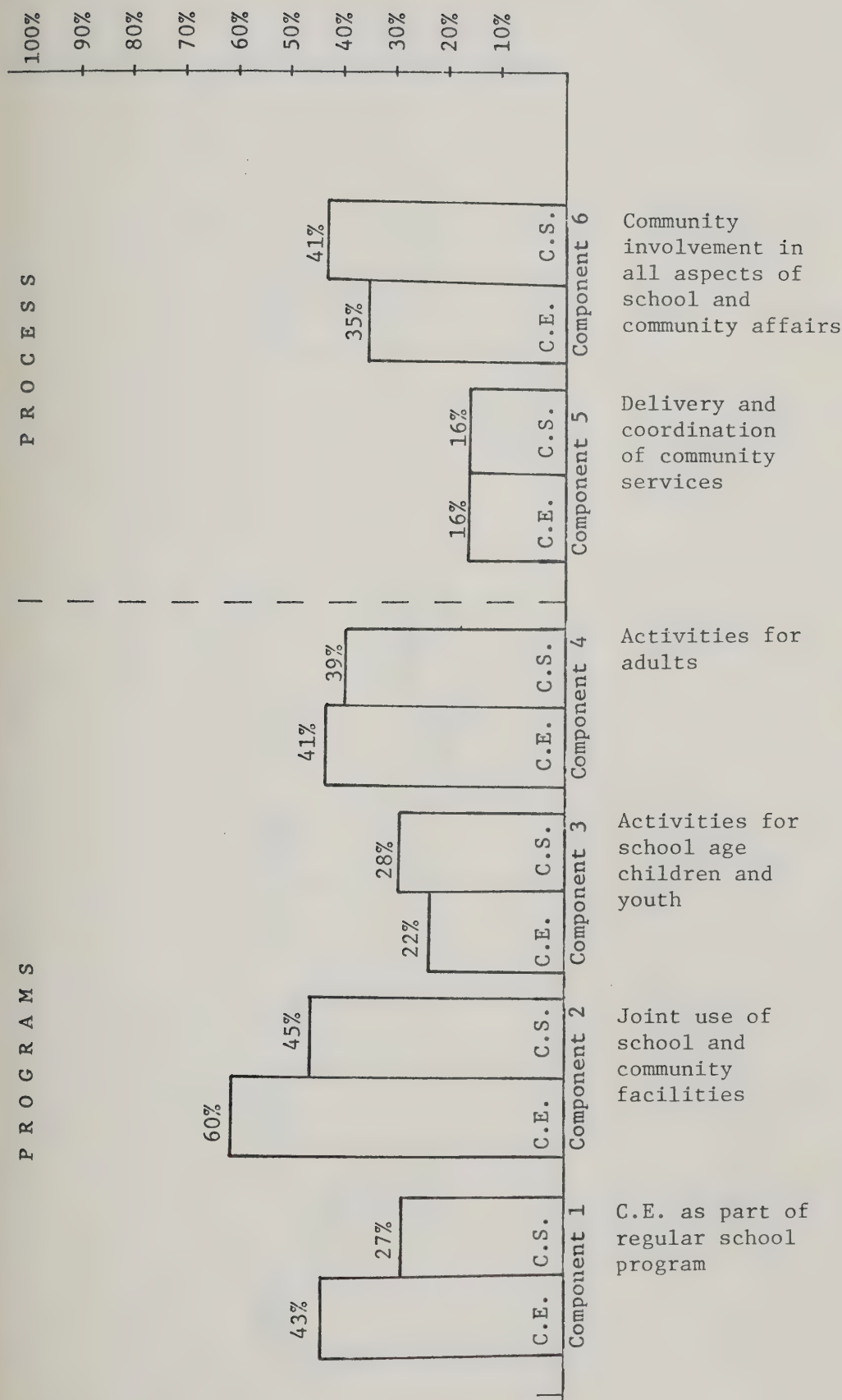


Figure 4.1

Percentage of Respondents Indicating Extremely Important for Each Component of
Community Education and Community Schools in Canada

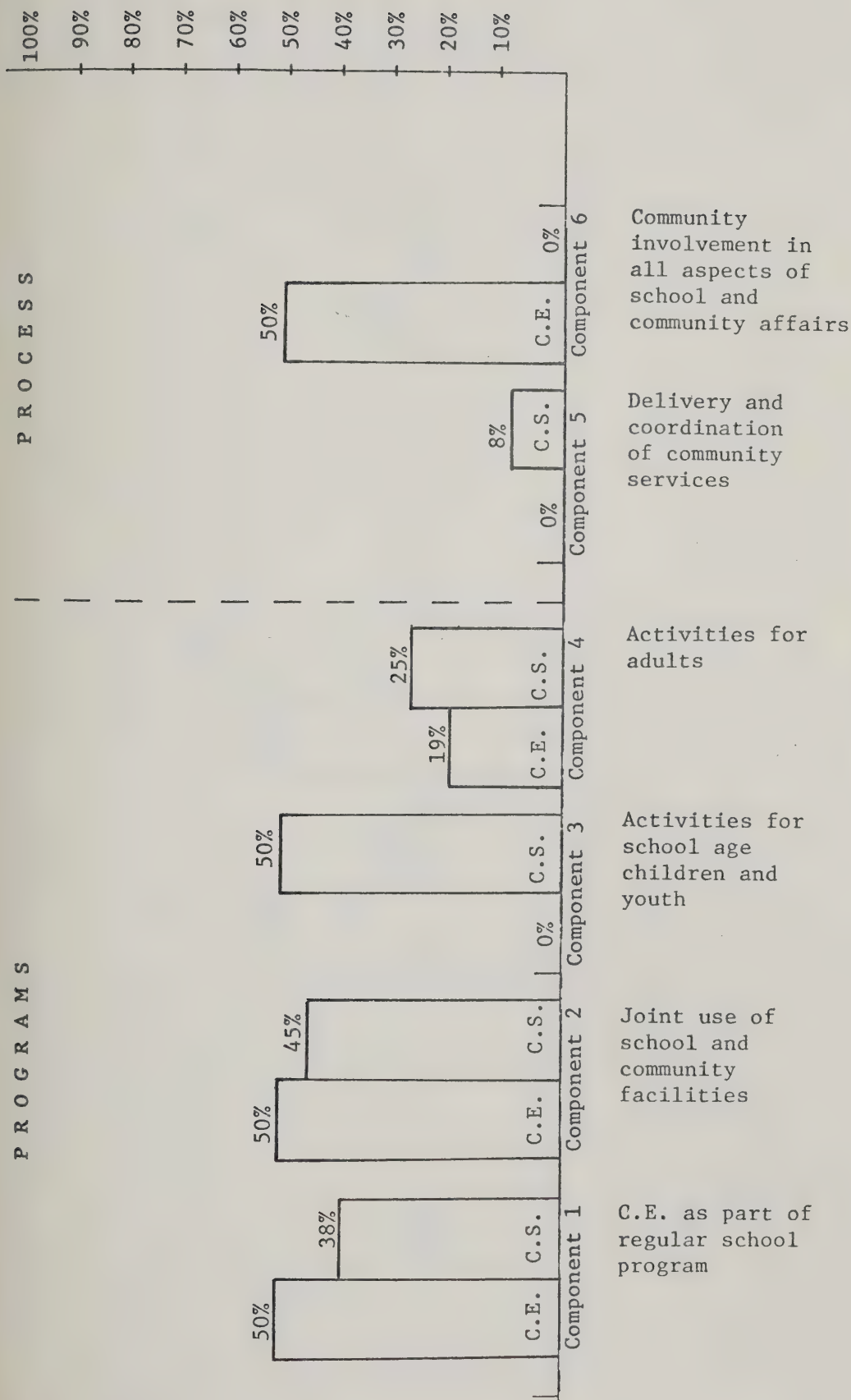


Figure 4.2

Percentage of Respondents Indicating Extremely Important for Each Component of Community Education and Community Schools in Newfoundland

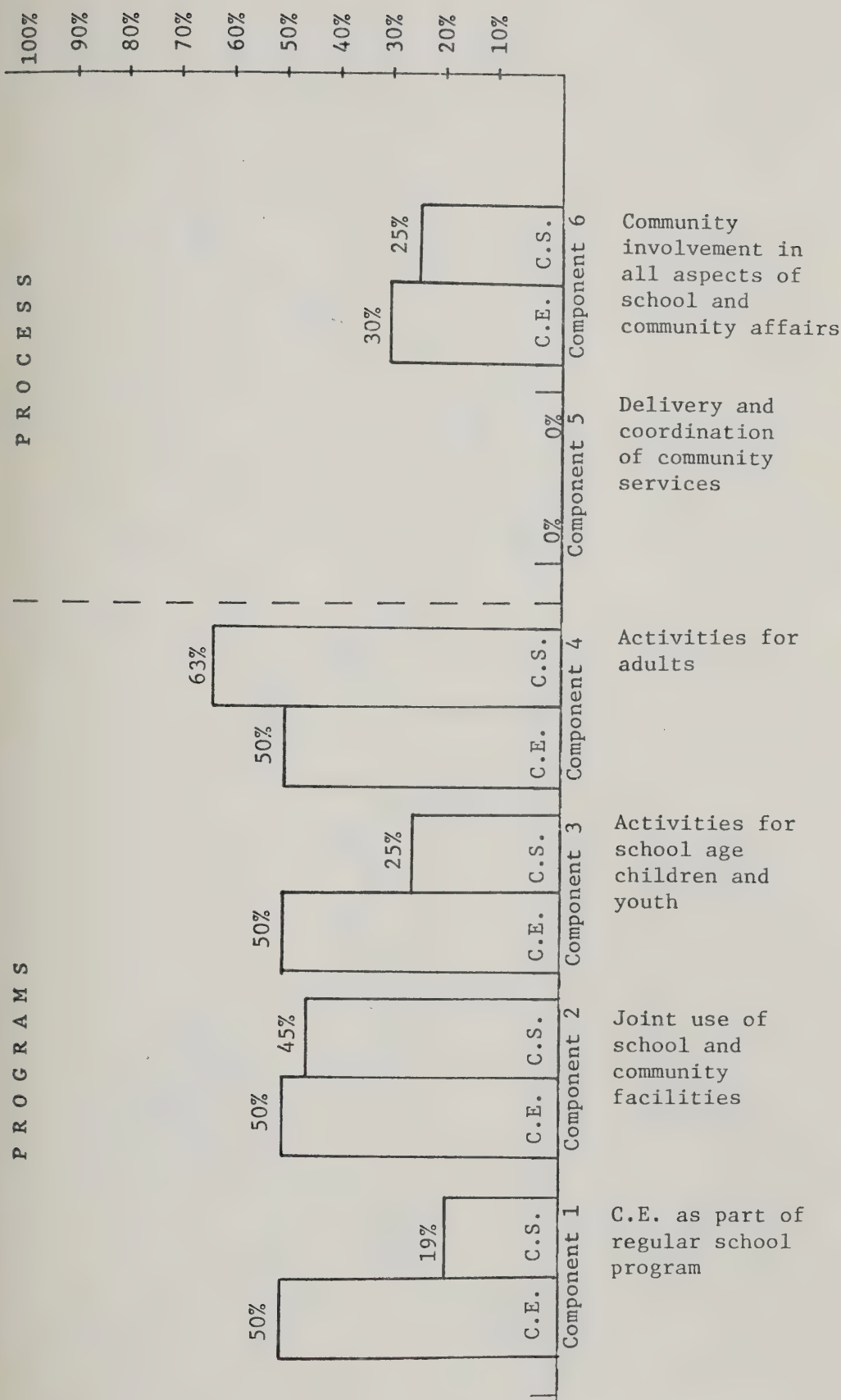


Figure 4.3

Percentage of Respondents Indicating Extremely Important for Each Component of Community Education and Community Schools in Prince Edward Island

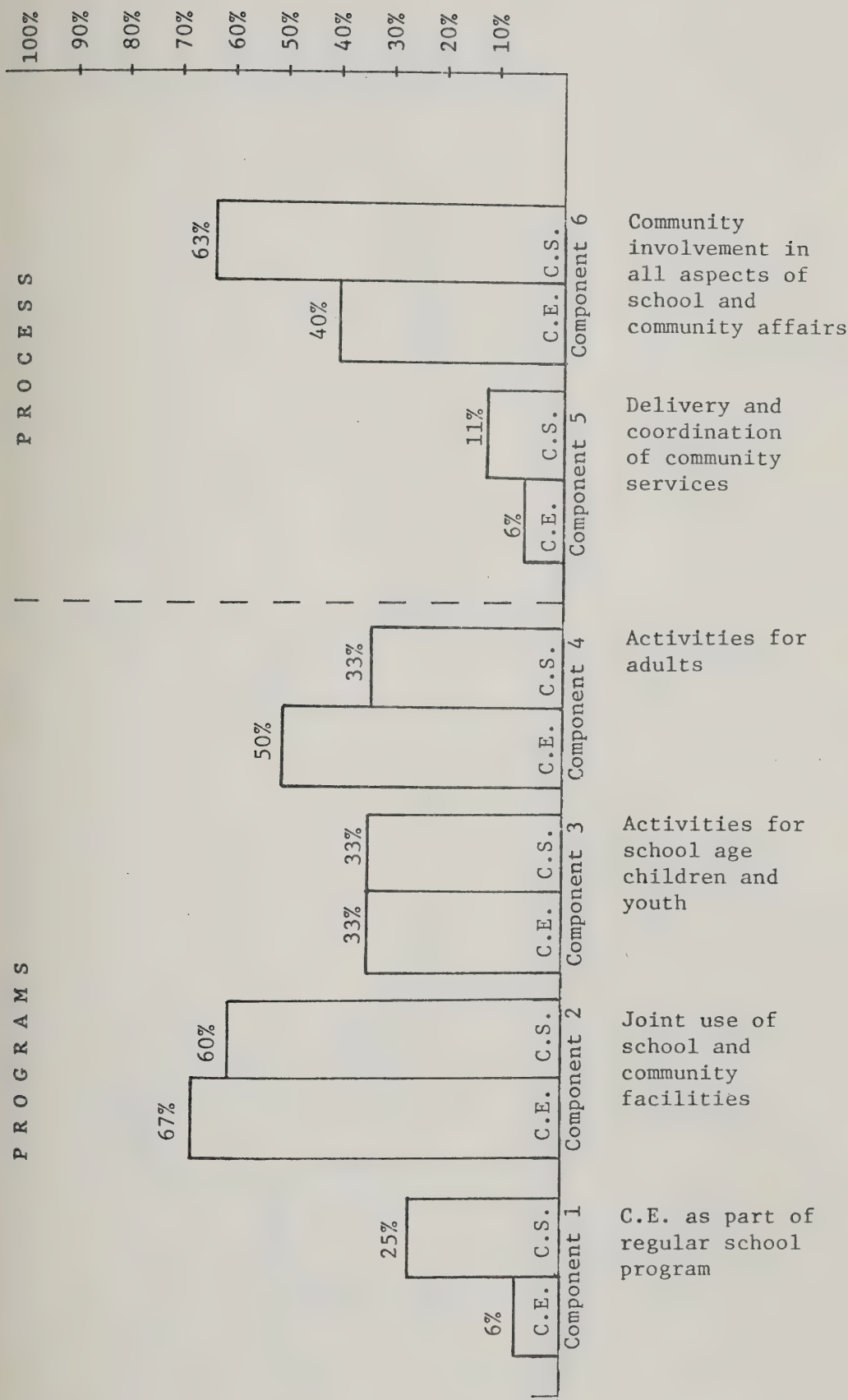


Figure 4.4

Percentage of Respondents Indicating Extremely Important for Each Component of Community Education and Community Schools in Nova Scotia

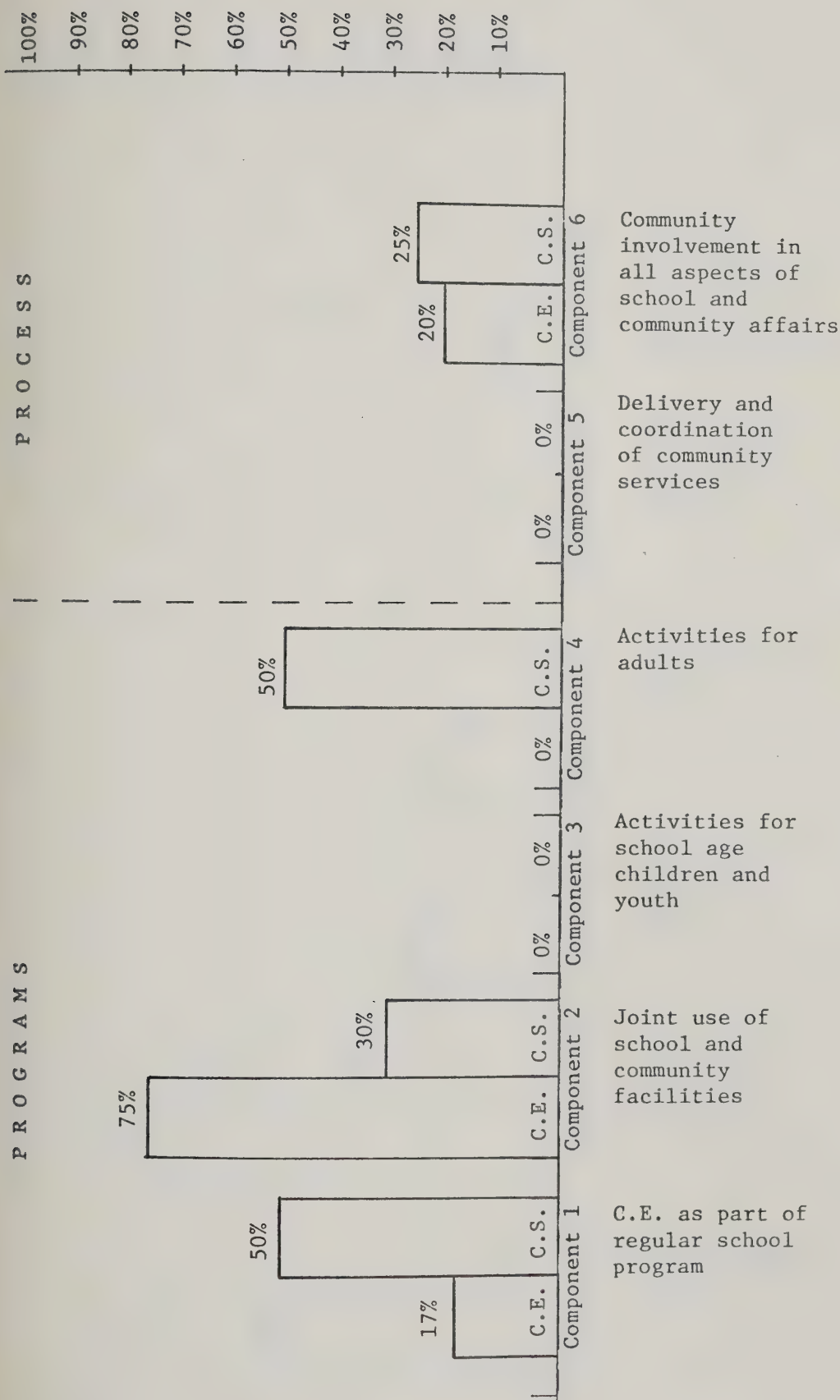


Figure 4.5

Percentage of Respondents Indicating Extremely Important for Each Component of Community Education and Community Schools in New Brunswick

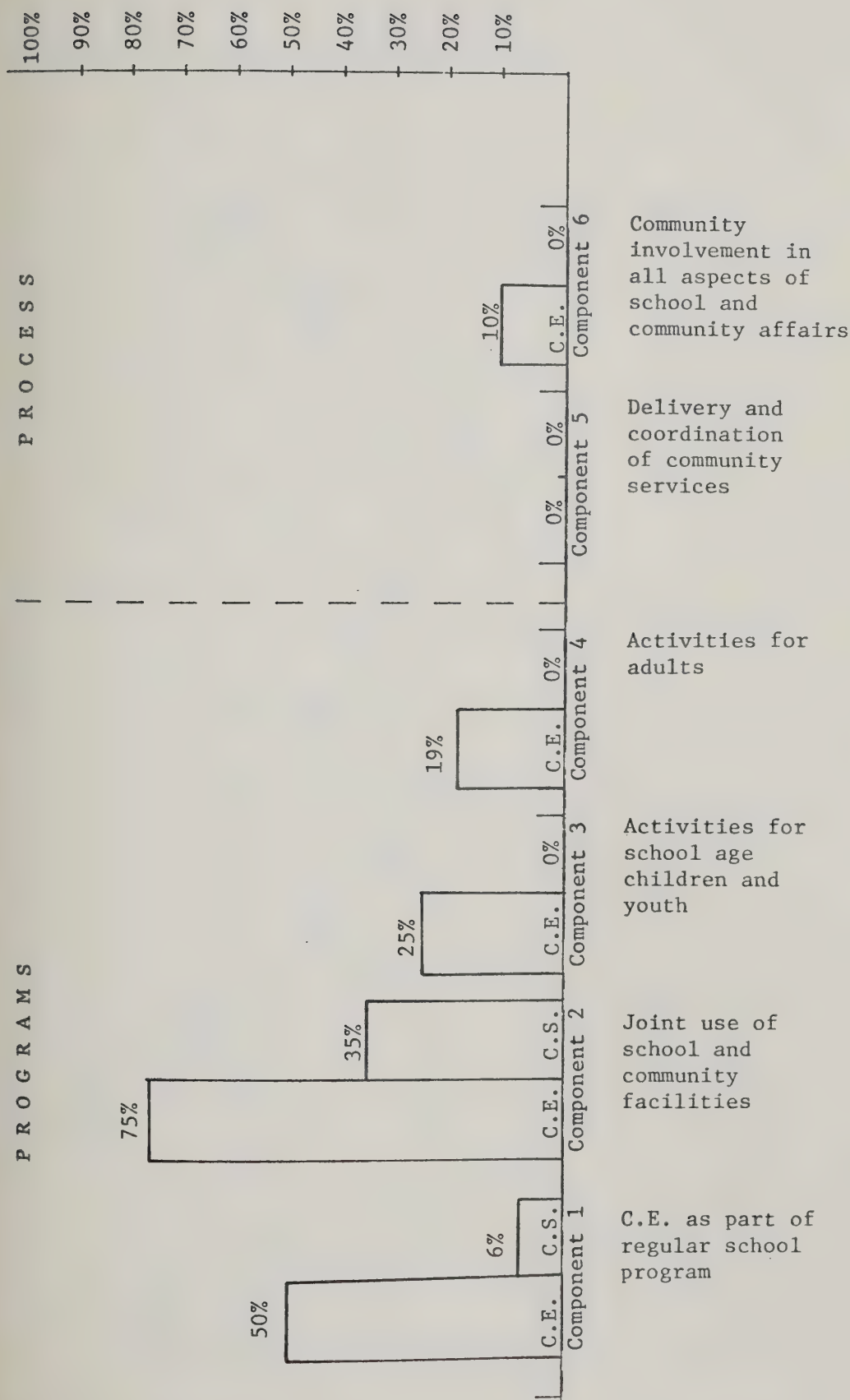


Figure 4.6

Percentage of Respondents Indicating Extremely Important for Each Component of Community Education and Community Schools in Quebec

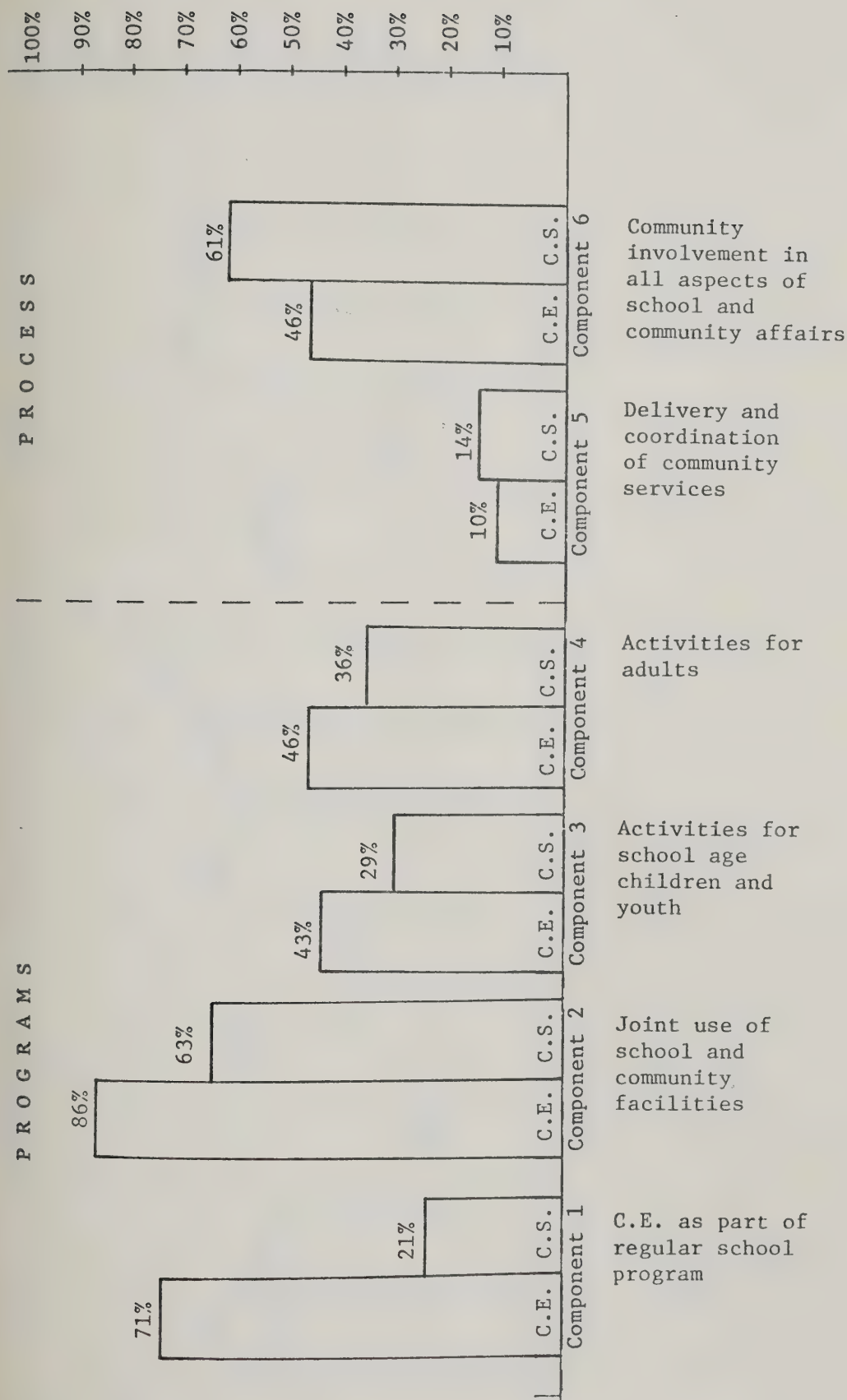


Figure 4.7

Percentage of Respondents Indicating Extremely Important for Each Component of Community Education and Community Schools in Ontario

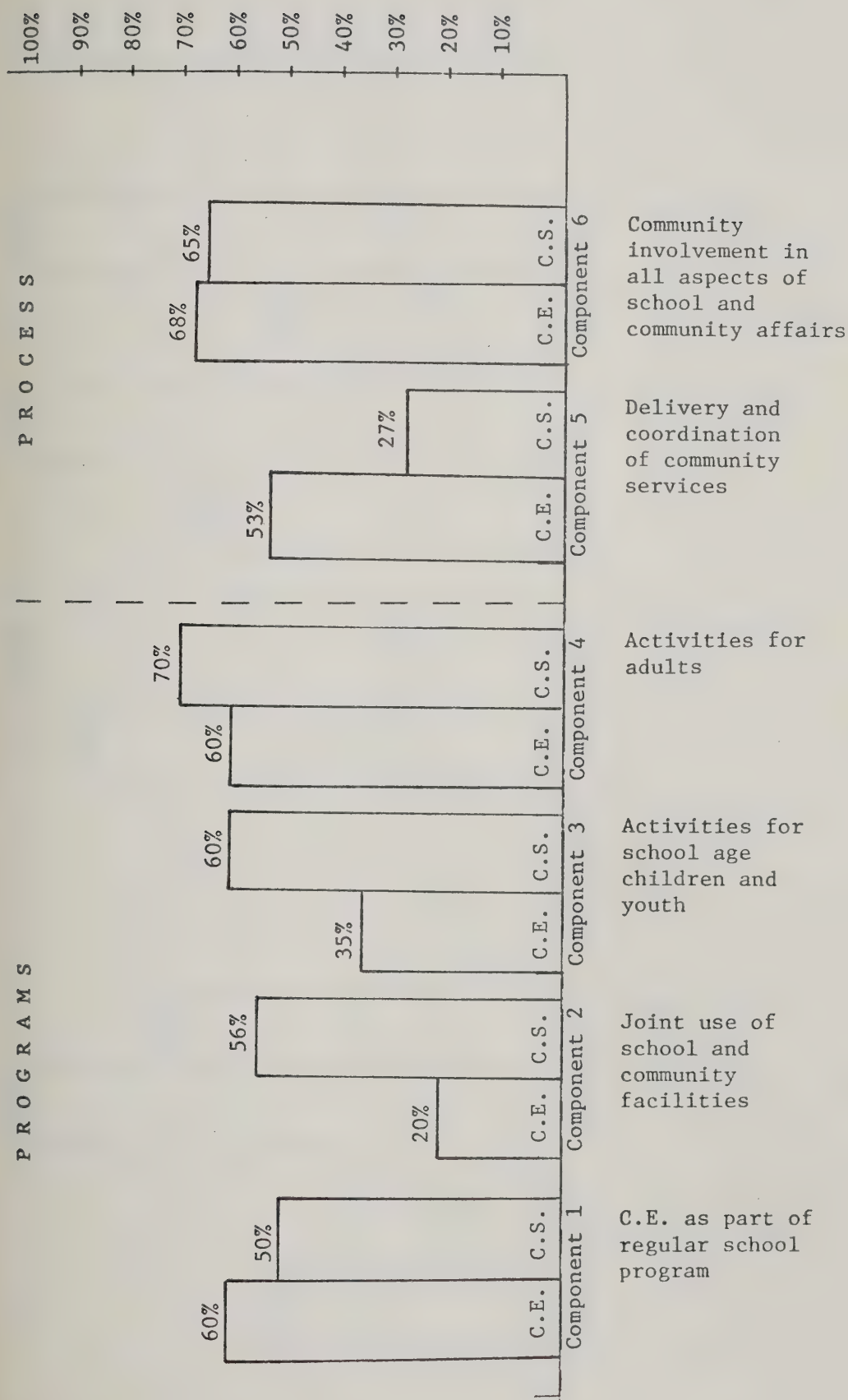


Figure 4.8

Percentage of Respondents Indicating Extremely Important for Each Component of Community Education and Community Schools in Manitoba

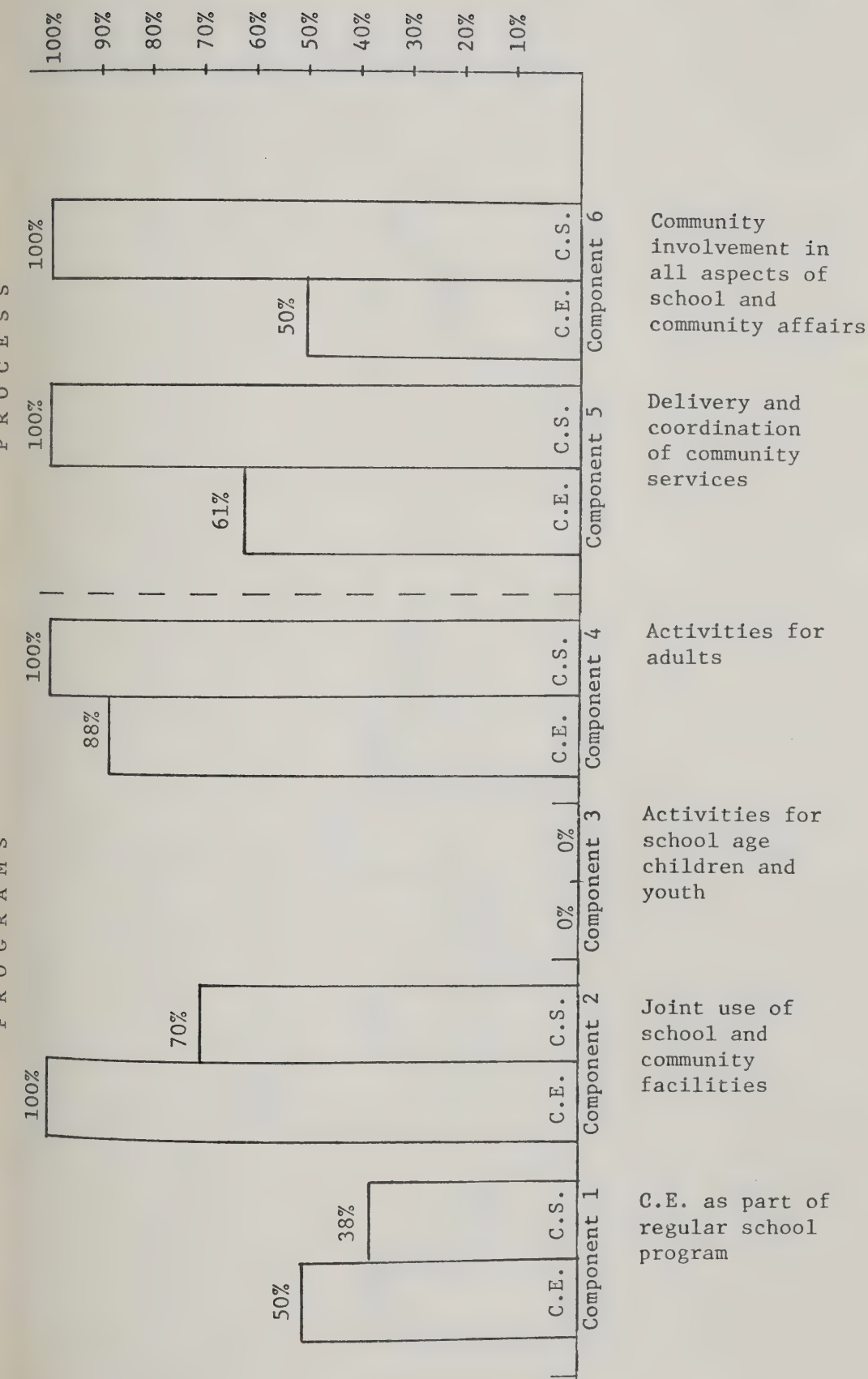


Figure 4.9

Percentage of Respondents Indicating Extremely Important for Each Component of Community Education and Community Schools in Saskatchewan

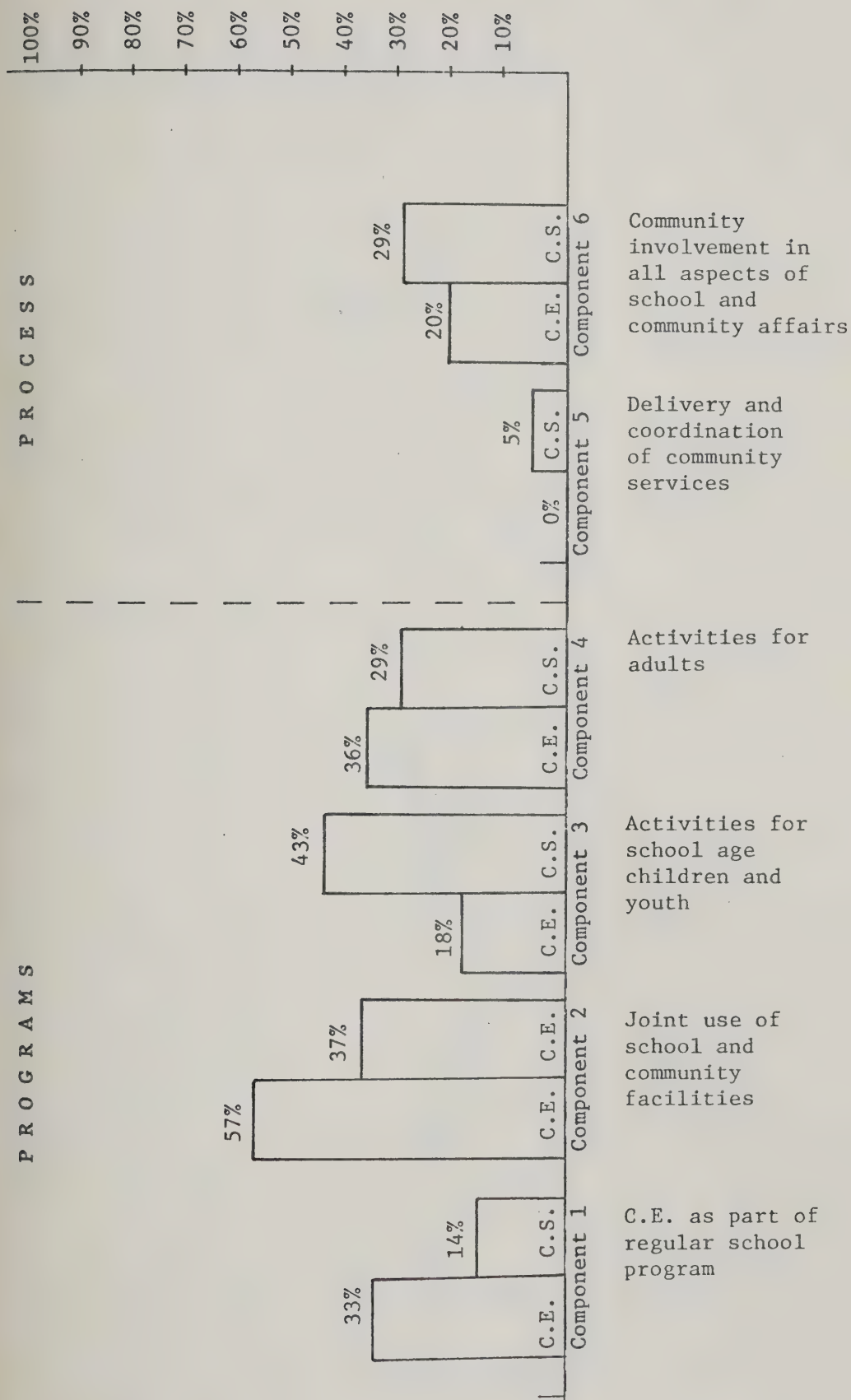


Figure 4.10

Percentage of Respondents Indicating Extremely Important for Each Component of Community Education and Community Schools in Alberta

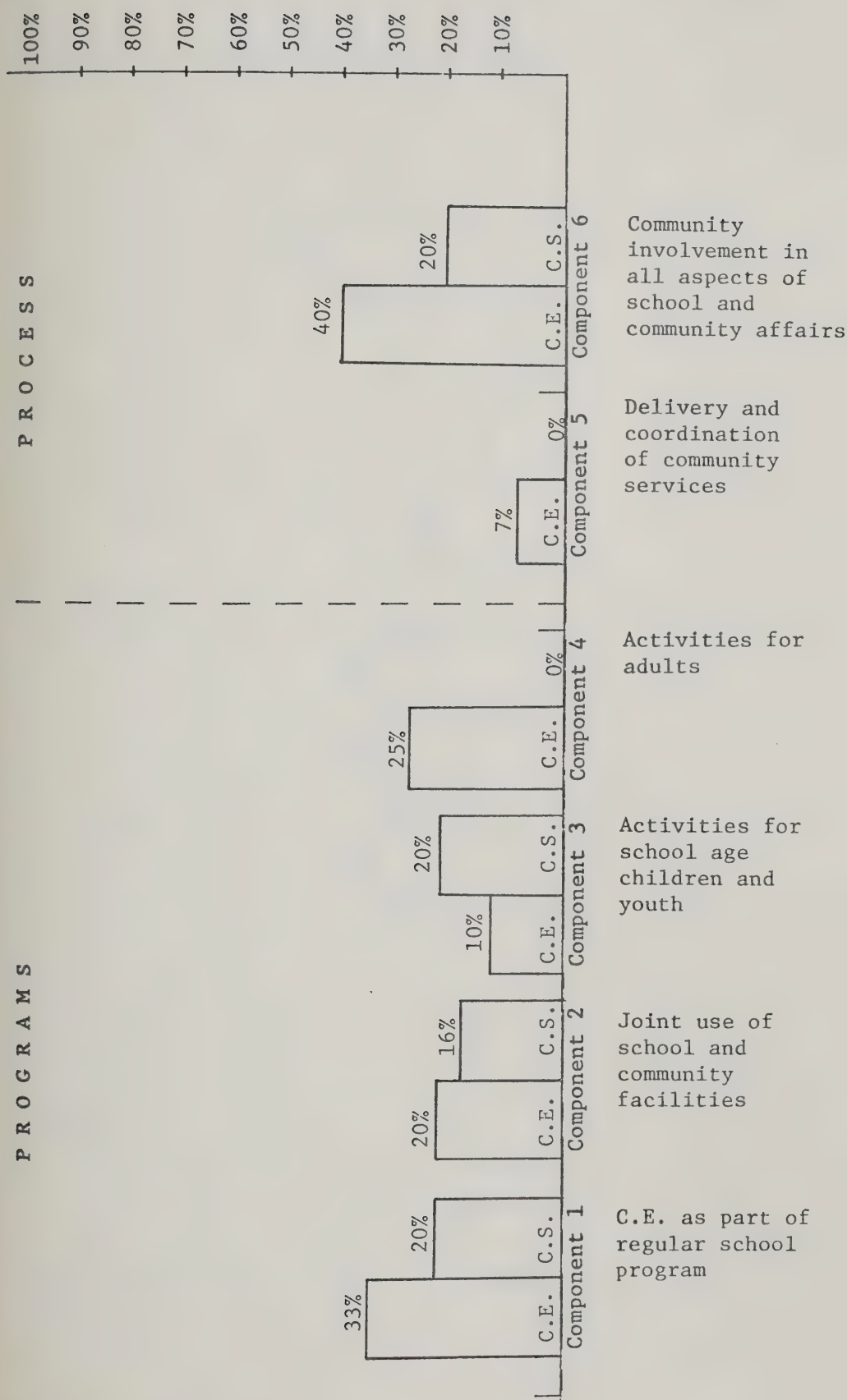


Figure 4.11

Percentage of Respondents Indicating Extremely Important for Each Component of Community Education and Community Schools in British Columbia

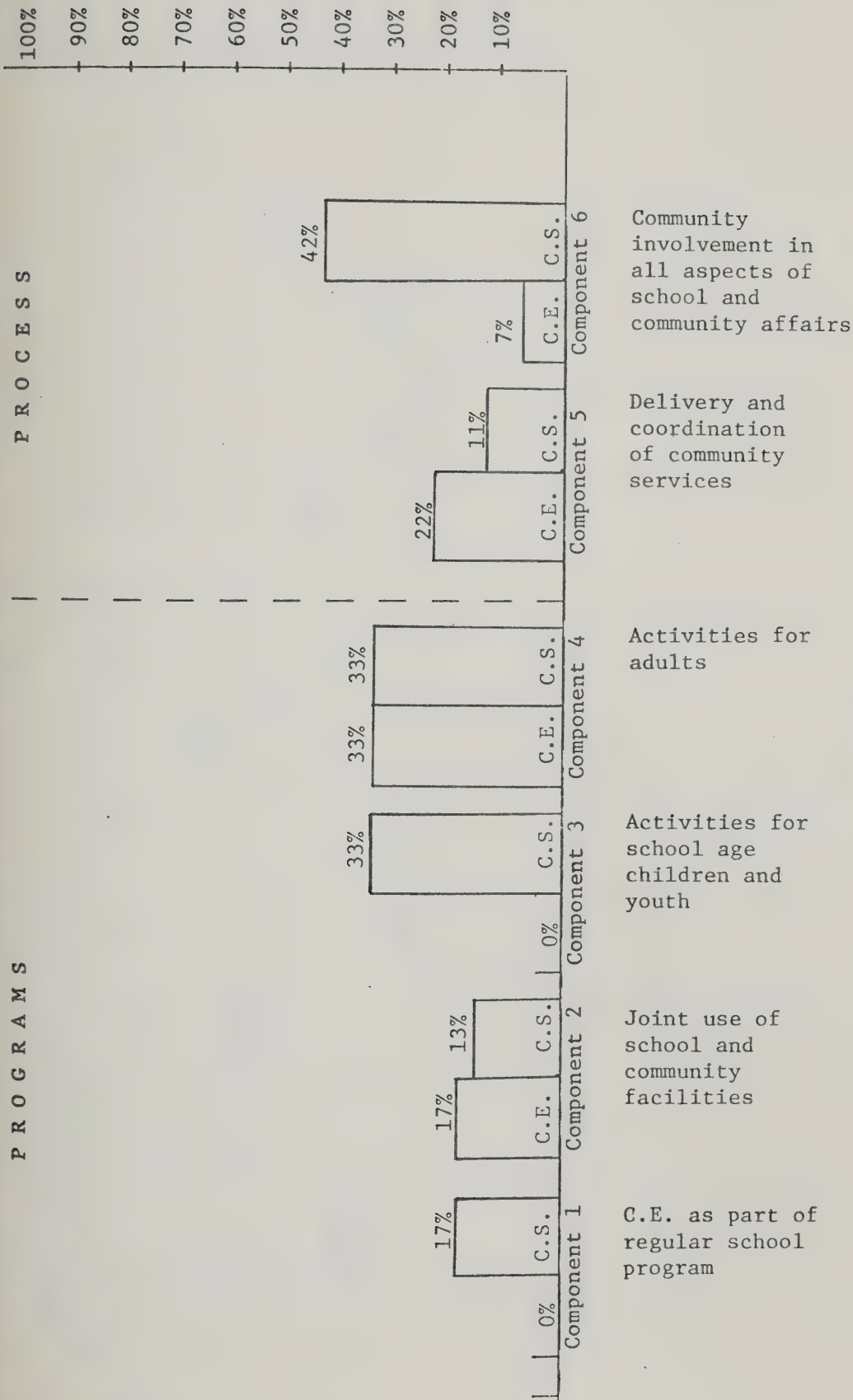


Figure 4.12

Percentage of Respondents Indicating Extremely Important for Each Component of Community Education and Community Schools in Yukon

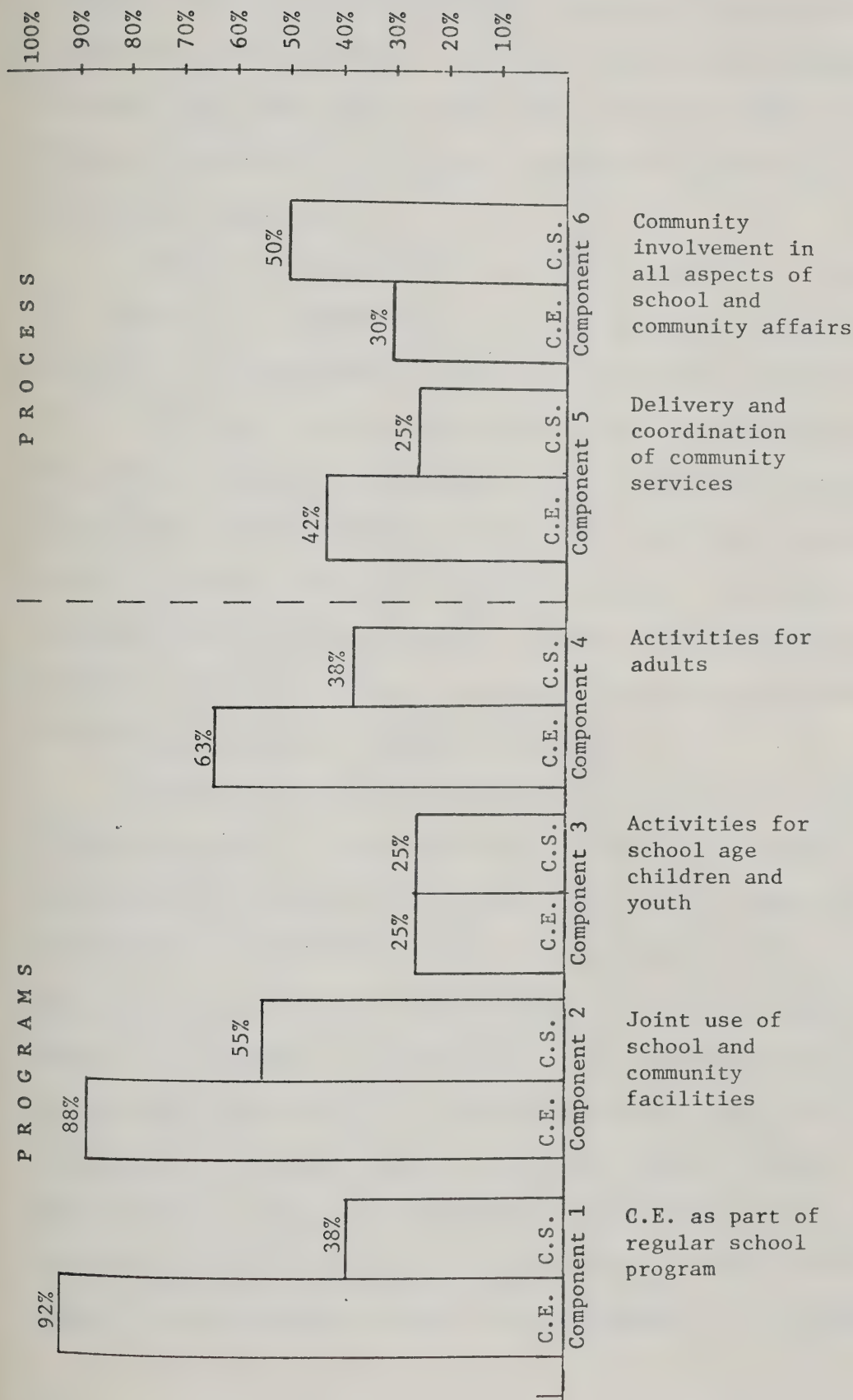


Figure 4.13

Percentage of Respondents Indicating Extremely Important for Each Component of Community Education and Community Schools in Northwest Territories

example, 50% of respondents believed components #1, #2 and #6 were equally important elements of community education. This compares somewhat with Prince Edward Island (Figure 4.3) where 50% of respondents believed components #1, #2, #3 and #4 were equally important elements of community education.

Figures 4.4 (Nova Scotia), 4.5 (New Brunswick), 4.6 (Quebec), 4.7 (Ontario), 4.9 (Saskatchewan) and 4.10 (Alberta) indicate that the majority of the respondents in those provinces chose component #2 (joint use of school and community facilities) as the most important ingredient of community education. Respondents in the remaining provinces and territories selected component #6 (community involvement in problem solving and decision-making) (Figures 4.8 and 4.9), component #4 (programs and activities for adults) (Figure 4.12) and component #1 (community education includes the regular school program) (Figure 4.13) as important elements of community education.

Figure 4.5 reveals that components #1 and #4 were equally important elements of community schools according to respondents in New Brunswick. Components #4, #5 and #6 were equally important to respondents in Saskatchewan (Figure 4.9) and components #1, #3 and #6 were equally important to British Columbia respondents (Figure 4.11). Figures 4.6 (Ontario), 4.7 (Quebec) and 4.13 (Northwest Territories) indicate that the majority of respondents in those areas chose component #2 as the most important aspect of community schools. Component #3 was chosen by respondents in Newfoundland (Figure 4.2) and Alberta (4.10), component #4 by respondents in Prince Edward Island (Figure 4.3) and Manitoba (Figure 4.8) and component #6 by respondents

in Nova Scotia (Figure 4.4) and Yukon (Figure 4.12); all components being presented in relation to the development of community schools.

Review of Findings. It is interesting to note that on a national basis respondents believed component #2 (joint use of school and community facilities) was the most important element of community education and community schools. Conversely, the delivery and coordination of community services (component #5) was considered the least important element of community education and community schools.

Respondents in five provinces believed the joint use of school and community facilities (component #2) was the most important element of community education. The same component shared equal importance with other components in two additional provinces. The same general trend regarding any one of the six components in relation to community schools is not readily identified in Figures 4.2 to 4.13.

The profile for Saskatchewan deserves a special comment. It is noted in Chapter 5 and 6 that community education in Saskatchewan was considered by respondents to be identical to the Province's *community colleges*. The writer was informed by interviewees that community colleges in Saskatchewan involved the local community in planning relevant courses, made maximum use of available community facilities rather than building separate institutions, were oriented towards programs for adults and were generally considered the primary agencies for meeting a wide range of educational, recreational, vocational and avocational needs of the community. These points are evident from the profile for Saskatchewan (Figure 4.9).

In conclusion, the data indicate relative consensus by respondents on the importance of component #2 (joint use of school and community facilities) in relation to community education, and that there is a diversity of opinion regarding the importance of the other characteristics and components of community schools across Canada.

III. FACTORS ASSOCIATED WITH THE DEVELOPMENT OF COMMUNITY EDUCATION

This section of the study deals with the importance of a number of factors identified by American research as prerequisites for the effective development of community education.

Respondents' Perceptions of Fifteen Factors Associated with the Development of Community Education

Findings. A perusal of Table 4.21 reveals that a majority of respondents (over 50%) believed 'extremely important' prerequisites for the development of community education were that; school administrators, including superintendents (item 1); school board officials (item 2); school teachers (item 3); a significant segment of the community (item 4); Department/Ministry of Education officials (item 6), and personnel from other government Departments/Ministries understand and support the community education concept. More than 50% of respondents also believed it was 'extremely important' that school systems cooperate with other agencies in the joint use of community facilities (item 13).

Table 4.21
 Respondents' Perceptions Regarding the Importance of A Number of
 Prerequisites for the Development of
 Community Education*

Item In Your Opinion, How Important is it That:	Number of Respondents for Each Choice on Scale**						Percentage of Respondents for Each Choice on Scale(%)**						Mean**** N
	1	2	3	4	5	6	1	2	3	4	5	6	
1. School administrators, including superintendents, understand and support the community education concept;	45	7	3	1	0	1	79	12	5	2	0	2	1.29 56
2. School board officials under- stand and support the community education concept;	44	7	5	0	0	1	77	12	9	0	0	2	1.30 56
3. School teachers understand and support the community education concept;	37	14	5	1	0	0	65	25	9	2	0	0	1.47 57
4. A significant segment of the community understand and support the community education concept;	36	11	8	1	1	0	63	19	14	2	2	0	1.60 57
5. There are funds allocated for community schools by school boards;	19	17	12	2	6	1	33	30	21	4	11	2	2.27 56

Table 4.21 (continued)

Item	Number of Respondents for Each Choice on Scale**						Percentage of Respondents for Each Choice on Scale(%)***						Mean**** N
	1	2	3	4	5	6	1	2	3	4	5	6	
In Your Opinion, How Important is it That:													
6. Department/Ministry of Education personnel understand and support the community education concept;	31	15	9	1	1	0	54	26	16	2	2	0	1.70 57
7. There are guidelines issued by the Department/Ministry of Education to school boards encouraging the use of school buildings and facilities by the community;	28	15	9	4	1	0	49	26	16	7	2	0	1.86 57
8. Personnel from other govern- ment Departments/Ministries understand and support the community education concept;	30	14	8	3	1	1	53	25	14	5	2	2	1.77 56
9. There are funds allocated for community schools by the Department/Ministry of Education;	18	10	15	11	1	2	32	18	26	19	2	4	2.40 55

Table 4.21 (continued)

Item In Your Opinion, How Important is it That:	Number of Respondents for Each Choice on Scale**						Percentage of Respondents for Each Choice on Scale(%)***						Mean*** N
	1	2	3	4	5	6	1	2	3	4	5	6	
10. There are funds allocated for community schools by <i>other</i> government Departments/ Ministries;	7	12	19	9	5	5	12	21	33	16	9	9	2.87 52
11. Schools employ community- school coordinators;	16	5	16	6	10	4	28	9	28	11	18	7	2.79 53
12. There is an identifiable structure assuring representa- tive participation on behalf of the community in the operation of the community education program;	27	11	14	3	0	2	47	19	25	5	0	4	1.87 55
13. School systems cooperate with other agencies in the joint use of community facilities, including use of school facilities;	32	17	5	2	0	1	56	30	9	4	0	2	1.59 56

Table 4.21 (continued)

Item	Number of Respondents for Each Choice on Scale**						Percentage of Respondents for Each Choice on Scale(%)**						Mean*** N
	1	2	3	4	5	6	1	2	3	4	5	6	
14. There is regular participation in training programs and workshops by those specifically involved in the administration of community education programs;	22	21	9	4	0	1	39	37	16	7	0	2	1.91 56
15. There is a means of performance assessment and evaluation of community education programs?	24	18	10	3	1	1	42	32	18	5	2	2	1.91 56

*Taken from a study reported by Decker (1975).

**The scale read: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important; 6 = did not respond to item.

***Percentages are rounded to nearest whole number.

****Mean scores were compiled from the following: 1 = extremely important; 2 = quite important; 3 = important; 4 = slightly important; 5 = not important.

In addition, a considerable percentage of respondents believed the allocation of funds for community schools by school boards (item 5; 33%); issuing guidelines by the Department/Ministry of Education to school boards encouraging the use of school buildings and facilities by the community (item 7; 49%); the allocation of funds for community schools by the Department/Ministry of Education (item 9; 32%); the presence of an identifiable structure assuring representative participation on behalf of the community in the operation of the community education program (item 12; 47%); the regular participation in training programs and workshops by those specifically involved in the administration of community education programs (item 14; 39%), and a means of performance assessment and evaluation of community education programs (item 15; 42%) to be 'extremely important' prerequisites for the ultimate development of community education.

Twenty-eight percent of respondents perceived the employment of community-school coordinators (item 11) as an 'extremely important' prerequisite for the development of community education and another 28% considered the same item an 'important' consideration. The allocation of funds for community schools by *other* government Departments/Ministries (item 10) was considered an 'important' prerequisite by 33% of respondents.

Review of Findings. Probably the most interesting information contained in Table 4.21 is the fact that a great majority of Government Department personnel believed school administrators', School Board officials', teachers' and a significant segment of the communities' (items 1 to 4) understanding and support of the community education

concept was 'extremely important' in relation to the development of community education. There is a significant drop, however, in the number of respondents who believed it was 'extremely important' that DOE personnel (item 6) and personnel from other government Departments/Ministries (item 8) should understand and support the community education concept.

It is also noteworthy that a minority of respondents believed funding of community schools (items 5, 9 and 10) was an 'extremely important' issue.

Additional Factors Associated With
the Development of Community
Education

Respondents were invited to add any additional factors which they believed were prerequisites for the development of community education. The comments are included *verbatim* below.

In Manitoba one respondent believed it was 'extremely important' that; 1) 'A regional centre for community education be established to coordinate efforts,' and 2) 'A closer relationship be formed with established community education agencies, e.g. Mott Foundation in Flint.'

A Saskatchewan respondent claimed it was 'extremely important' that; 1) 'There must be a coordinator at the Provincial Government level if community schools are to operate,' and 2) 'If all health recreation, social services and school education services were coordinated through the community school, there would be a united attack on poor health and poor use of the tax dollar.'

Finally, a Northwest Territories respondent believed it was 'extremely important' to; 1) 'communicate effectively at all levels,' and 2) 'give responsibility to the community.'

IV. SUMMARY

The purpose of this chapter was to attempt to determine the importance of various characteristics and components for respondents' definitions of community education and community schools, to construct a profile indicating the development of community education and community schools in each Canadian Province and Territory, and to determine the importance of a number of factors associated with the development of community education.

According to the data many of the items included in the questionnaire were considered 'quite important' to 'important' by respondents in relation to their definitions of community education and community schools. A preference was noted by respondents, however, towards items related to the joint use of school and community facilities and the provision of the educational, recreational, leisure, cultural and avocational programs for adults.

The data also indicate that component #2 was a more important element of respondents' definitions of community education and community schools than any of the other components. This points out that respondents considered the joint use of school and community facilities to be of utmost importance in serving the community.

The profile of community education and community school developments illustrated an interesting situation in Canada and in each Province and Territory. On a national basis component #2 was the

most important aspect of community education and community schools. Individual provinces and territories did not necessarily reflect this trend. Component #2 was identified as the 'most important' aspect of community education in five provinces and 'equally important' with other components in two others. However, no clear preferences in relation to community school components were evident.

Regarding the factors associated with the development of community education, all items except one were considered 'extremely important' by the greatest percentage of respondents. It was interesting to note, however, that respondents believed it was 'more important' for school personnel and the community to understand and support the community education concept than it was for Government Department personnel to offer such support.

Chapter 5

THE GENERAL ENVIRONMENT AS IT IMPINGED UPON DEPARTMENTS/MINISTRIES OF EDUCATION REGARDING COMMUNITY EDUCATION AND COMMUNITY SCHOOLS

This chapter presents information on the *general* environmental conditions¹ and how each of these conditions impinged upon DOEs in each Province and Territory in Canada with respect to community education and community schools.

The comments included in the tables for Chapters 5 and 6 were made by individuals identified as 'most knowledgeable' in the field of community education in their province or territory.

Technological Conditions

The following analyses present information on two aspects of technology; 1) whether community education and community schools were considered as *new ways of doing things*, and 2) whether DOEs followed Lawrence and Lorsch's (1967), Contingency Theory (differentiation and integration) in relation to community education and community schools. Basically Lawrence and Lorsch's theory states that organizations operating in a sphere of activity where ideas are constantly changing will differentiate into parts which ultimately have to be integrated. This theory was used to examine the possibility that community

¹General environmental conditions: technological, legal, political, economic, demographic, ecological, cultural (Hall, 1972:298-305).

education and community school developments prompted organizational changes within DOEs.

Community Education: A New Way of Doing Things. A perusal of Table 5.1 gives an indication of where and how this technological condition was revealed. Each comment given reflects an individual perspective on whether or not community education was perceived as a new way of doing things. The comments given provide the basis for further discussion on their significance.

As indicated in Table 5.1, community education in Newfoundland was defined as part-time evening programs conducted by the Division of Adult and Continuing Education of the DOE and the Extension Service of Memorial University.

Some differing perceptions regarding community education in Prince Edward Island are noted in Table 5.1. The data indicate that one respondent did not believe community education had developed in Prince Edward Island while another pointed out that the DOE had an interest in community education where it was being practiced at the School Board level.

In Saskatchewan community education was considered to be synonymous with the community college concept, and it was also related to community involvement in school decision-making. There were some different perspectives on community education in Ontario, Alberta and Manitoba. Table 5.1 indicates that community education was perceived as both *programs* and *process* in Ontario and as *process* in Alberta. In one opinion it was considered non-existent in Alberta, and in another it was perceived as a way of identifying and meeting community needs.

Table 5.1
Community Education as a New Technology

Province/Territory	Comments*
Newfoundland	** - Community education is being conducted by the Division of Adult and Continuing Education and the Extension Service of Memorial University. Community education programs for the most part are part-time evening programs which are both academic and non-academic in nature.
Prince Edward Island	- Community education has not developed in P.E.I. . . . - The DOE has an interest in <i>community education</i> . . . This, wherever it is being carried on, is carried on at the local school board level.
Ontario	- Community education means programs . . . - The DOE is encouraging community education as a <i>process</i>; not as a building or a set of programs.
Saskatchewan	- The two key characteristics of community education are; 1) community education is synonymous with the community college concept; and 2) community involvement in school program decisions.
Manitoba	- The Community Assessment Program (CAP) is an action research program which can serve as a vehicle through which the community can provide meaningful input into local schools. CAP is presently a one year program designed specifically for Inner-City schools.
Alberta	- Community education . . . is not evident in Alberta. - Community education is the process of identifying community needs and attempting to meet these needs through Local Further Education Councils.

*Source of Comments: Category 'B' information

**Individual comments by study respondents

Community education in Manitoba was considered to be an integral part of the DOE's Community Assessment Program. This program served as a means through which the community could participate in local school affairs.

Review of Findings. At first glance Table 5.1 reveals that DOE respondents in only six provinces mentioned community education as a concept of recent significance. Another point was the fact that community education held different connotations for different respondents. Even within the same province there were differing perceptions by DOE respondents with respect to the meaning, existence and function of community education.

Generally, however, community education did not appear to represent a technological condition of great significance to DOE respondents across Canada.

Community Schools: A New Way of Doing Things. By turning next to Table 5.2 it can be seen that like community education, the term community school was used by DOE respondents in various parts of the country to describe different functions. Community schools in Newfoundland were modelled on the Rural Development Council community school and they were community development oriented. The DOE was formulating a policy to promote community schools across the province.

Information provided in Table 5.2 shows that community schools in Prince Edward Island were not the responsibility of the DOE and that they were developed as a result of citizen action and public forums. In Nova Scotia community schools were perceived as a reaction to school district consolidation and as a vehicle for delivering

Table 5.2

Community Schools as a New Technology

Province/Territory	Comments*
Newfoundland	** - Community schools emphasize community development through education. They were modelled on the Rural Development Council's community schools in P.E.I. - The DOE is in the process of formulating a policy for the promotion of community schools across the province. - Travelling Schools operated by the Fisheries College Extension Department, are a carry over of the Provincial Government's goal of providing free non-credit courses for fishermen.
Prince Edward Island	- Community schools are a part of the Rural Development Council (R.D.C.). - The R.D.C. was originally conceived as a public forum for citizen action committees . . . the local schools were used to hold the public forums . . . various activities were provided for people attending the forums . . . Thus the term <i>community school</i> was used. - The DOE has no responsibility for community schools.
Nova Scotia	- The community school is an alternative vehicle for delivering education services to the total community. The strongest selling point was the volunteer aspect of the concept. - Community schools are a relatively recent idea and they are largely a reaction to school district consolidation.
New Brunswick	- There are no community schools in New Brunswick. - A community school is in the planning stage.
Ontario	- Community school is a concept which includes program delivery, but much, much more. The DOE is encouraging community school as a process; not as a building or a set of programs. - Community schools have been in existence since the late '60's and they are most successful in areas where School Divisions have articulated a definite policy on community schools.

Table 5.2 (continued)

Province/Territory	Comments*
Saskatchewan	** - A school exists in the context of its community, even if it is not called a "community school" in the specialized meaning of that term. The school is a community school when the community contributes to curriculum or program decisions.
Manitoba	- The Schools For Urban Neighbourhoods (SUN) program is designed to demonstrate that the public education system can become more responsive and relevant in urban core areas. SUN is based on the recognition that the local elementary school is at the heart of the inner-city core neighbourhood, and can address itself to major issues of current concern to educators and community alike. SUN is a three year program, provincially funded, and focusing primarily upon Inner-City schools.
Alberta	- Community schools have been recent phenomena and they are attempting to utilize and maximize existing community facilities and resources.
Northwest Territories	- . . . the establishment of community schools is a goal in our long term planning, although we have not as yet achieved this objective. - Community schools are expanding into all parts of the territory and by 1980 all communities will have community schools. - The community school combines the basic, general education of the school with the basic training provided by a community college in other places. It will provide a basic, life-long education for all people in the community, sharing the resources and personnel of the school, but it will not attempt to teach the higher, conceptual subjects usually taught in a senior high school. Basically the community school allows individuals to "drop out" of the educational stream at any time and to re-join the stream whenever the individual wishes. Programs come to an end at any age, not according to level of achievement. Students leave Middle School at

Table 5.2 (continued)

Province/Territory	Comments*
	a certain age, no matter what their educational achievement, and their grade level will be recorded on their school leaving certificate. The number of days the individual actually spent in school will also be recorded on the school leaving certificate. The Local Campus of the community school will be the current adult center and school improved. The campus will offer courses to anyone no matter what their achievement level. There will be a Local Campus in at least twenty communities, and there will be five main colleges which provide sophisticated academic and vocational programs.

*Source of Comments: Category 'B' information

**Individual comments by study respondents

services to the total community. The strongest selling point of community schools in Nova Scotia was their volunteer aspect.

Table 5.2 indicates that there were no community schools in New Brunswick, that community schools in Ontario meant more than program delivery, that the DOE in Ontario was encouraging community schools as a process, and that community school development was most successful in areas of Ontario where School Divisions enunciated a clear policy in this regard.

It was pointed out in Saskatchewan that schools exist within the context of their communities, even if they are not called "community schools." Furthermore, a community school in Saskatchewan was one in which the community contributed to curriculum or program decisions.

In Alberta community schools were perceived as recent phenomena attempting to utilize and maximize existing community facilities and resources.

The Manitoba DOE's Schools For Urban Neighbourhoods were considered as community schools. Table 5.2 shows that these schools were concentrated in inner-city areas in an attempt to make the educational system more responsive to community needs.

Finally, Table 5.2 indicates that in the Northwest Territories community schools were seen as a goal to be achieved by 1980. As they were being developed, community schools in the Northwest Territories were taking on a unique structure. They were attempting to cater to the needs of people with differing cultural backgrounds and aspirations, and to the needs of people in specific areas of the Territory. The community schools were being developed to offer courses to anyone, no matter what their achievement level. Separate colleges were being developed to offer more sophisticated academic and vocational programs.

Additional information. Community schools in Newfoundland, Nova Scotia, Prince Edward Island and Yukon were offering vocational, avocational and some leisure and recreational programs to adults only, after regular school hours - usually evenings. In particular areas of Ontario, Alberta and British Columbia and in most areas of the Northwest Territories, the community school was making extensive use of community facilities and human resources to enhance classroom activities as well as extending the schools into their communities through work-experience programs. The emphasis of these community schools included activities for school age children and youth as well as adults. Some schools in Manitoba were also developing along these lines.

Community schools in New Brunswick, Saskatchewan and Quebec were emphasizing community use of school facilities after school hours, school use of community facilities and community involvement in educational decision-making.

Quebec respondents believed the Colleges of General and Vocational Education (CEGEPs) fulfilled the role of community schools and in Saskatchewan the community colleges utilized school buildings and equipment, employed local people as instructors and were perceived as fulfilling the community school function.

Finally, in a speech delivered at a Community Schools Conference in London, Ontario, 1974, the Ontario Minister of Education outlined a six point policy of the Ontario DOE concerning community schools. This policy has had a great facilitative affect upon the development of community schools in Ontario as well as in other parts of Canada. The text of the speech is included in Appendix J.

Review of Findings. In comparing the information provided in Tables 5.1 and 5.2 it is immediately noticeable that respondents appeared to be more familiar with community school developments than they were with community education. The term *community education* was generally not used by respondents except in Ontario, British Columbia and to a lesser extent in Alberta. When questioned about this respondents indicated that they used the terms *community school* and *community education* synonymously and that since the schools were in existence, *community school* was the more convenient term to use. When the two terms were used synonymously, however, there was a wide variation in their meaning and interpretation across Canada. Moreover, within some provinces and territories there were different perceptions of the meanings of the two terms and the actual applicability of either term to a particular area.

DOEs reacted to community school developments in various ways. The DOE in Newfoundland, for example, was formulating policies concerning the promotion of community schools in that province; the DOE in Prince Edward Island chose to take no responsibility for community schools; community schools were being planned in New Brunswick, and the DOEs in Manitoba and the Northwest Territories had definite ideas about what community schools were.

Differentiation and Integration. The examples of DOEs which actually made some organizational changes in response to community schools¹ are presented in Figures 5.1, 5.2, 5.3 and 5.4.

¹Since the majority of study respondents preferred not to use the term *community education*, it will not be used during further discussions in this chapter.

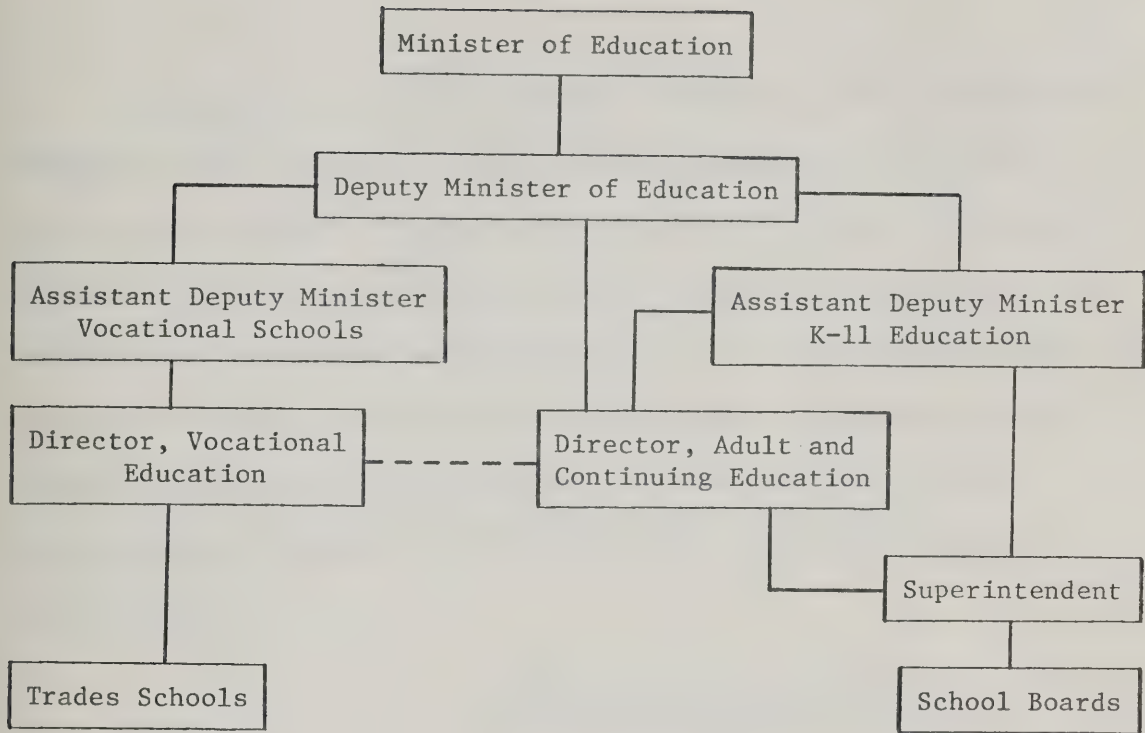


Figure 5.1

Differentiation and Integration: Newfoundland

Newfoundland. In Newfoundland the DOE employed a Director of Adult and Continuing Education who was responsible, among other things, for developing community schools in the province (Figure 5.1). This director also served to keep the Department informed of other government or non-government agencies which were also providing community service programs, and to coordinate these departments' activities in the area of community services and community education programming. The Superintendent of Education also acted as a liaison officer for the DOE regarding community schools and community education programming (Category 'B').

Nova Scotia. In early 1971 the Nova Scotia DOE introduced the community school concept to School Boards throughout the Province.

This was done through its Adult and Continuing Education Section and ultimately through the Supervisor of Continuing Education classes and his Regional Representatives (Category 'B'). As indicated in Figure 5.2 the DOE maintained contact with the development of community schools through its Adult Education Division. In this way the existing organizational structure was utilized in introducing the community school concept.

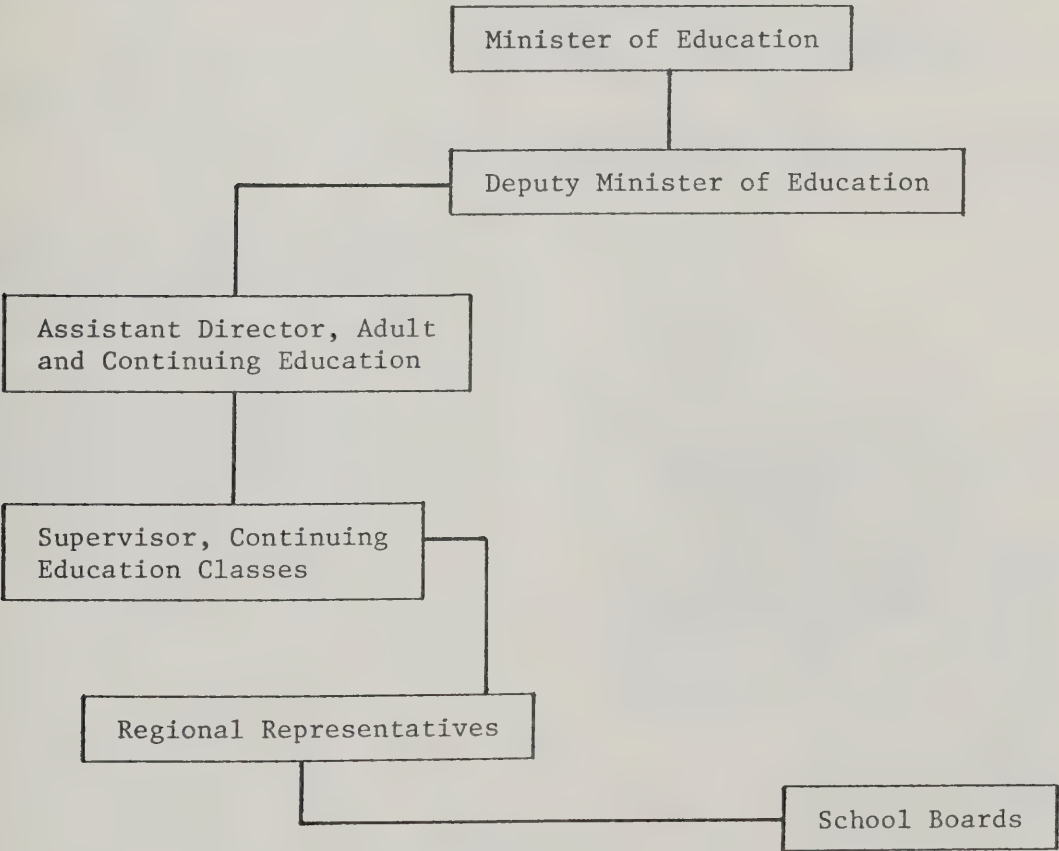


Figure 5.2

Differentiation and Integration: Nova Scotia

Ontario. The Ontario DOE also used its existing organizational structure in facilitating the development of community schools, although it did create a Minister's Advisory Committee on Community Schools and a Community Schools Section within the Curriculum Services Branch of the Ministry. This structure is indicated in Figure 5.3.

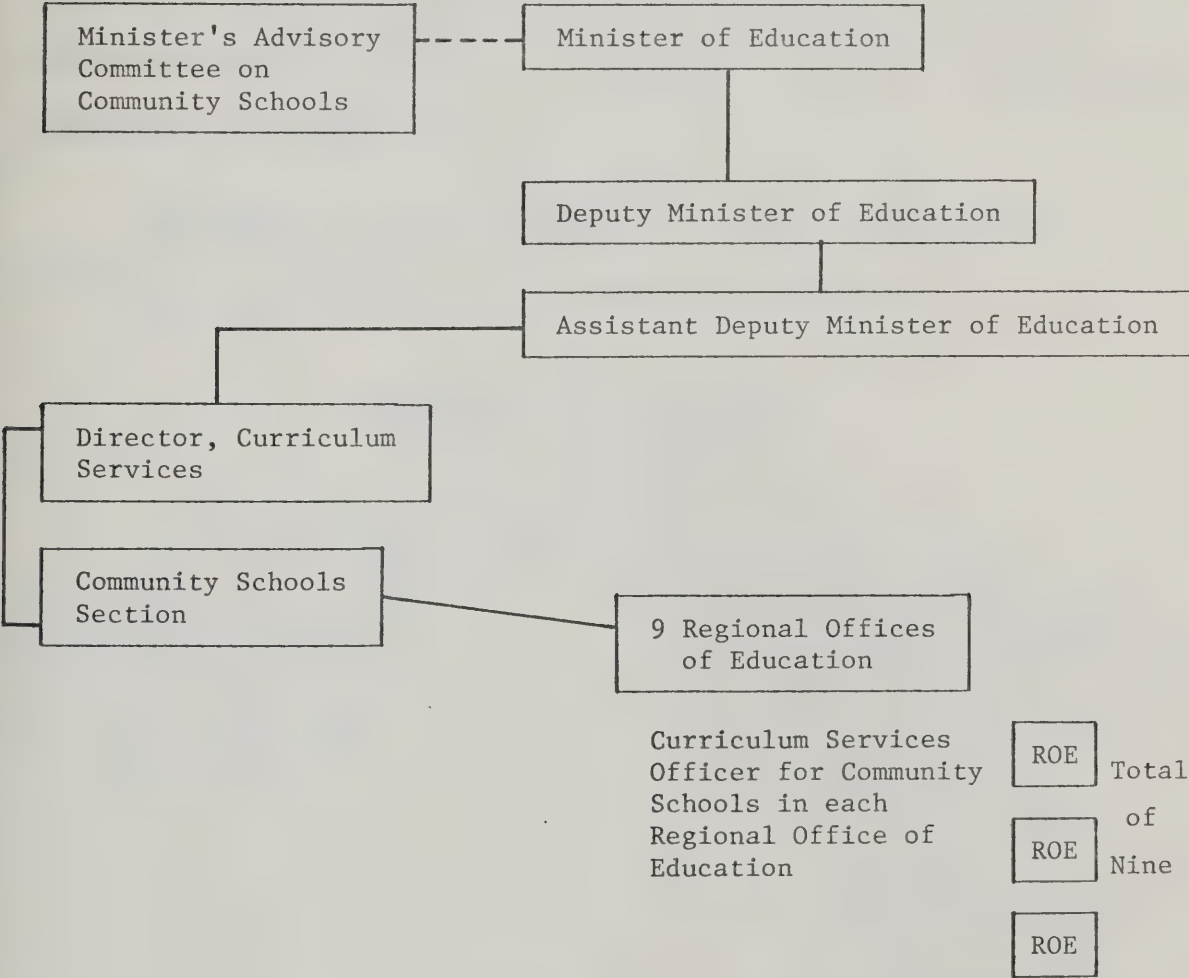


Figure 5.3

Differentiation and Integration: Ontario

Regarding the information given in Figure 5.3, the Educational Officers of the Community Schools Section were responsible for keeping the Minister of Education informed regarding the development of community schools. In addition there was a Curriculum Services Officer for community schools in each of the nine Regional Offices of Education. These individuals were available to offer assistance and advice to School Divisions regarding the community school concept in general, and regarding the Provincial Government's community school grant scheme. The Officers in Regional Offices of Education also kept the Community Schools Section of the Ministry of Education informed of community school developments (Category 'B').

Manitoba. The Manitoba DOE had a two pronged approach to providing increased public service through its schools.

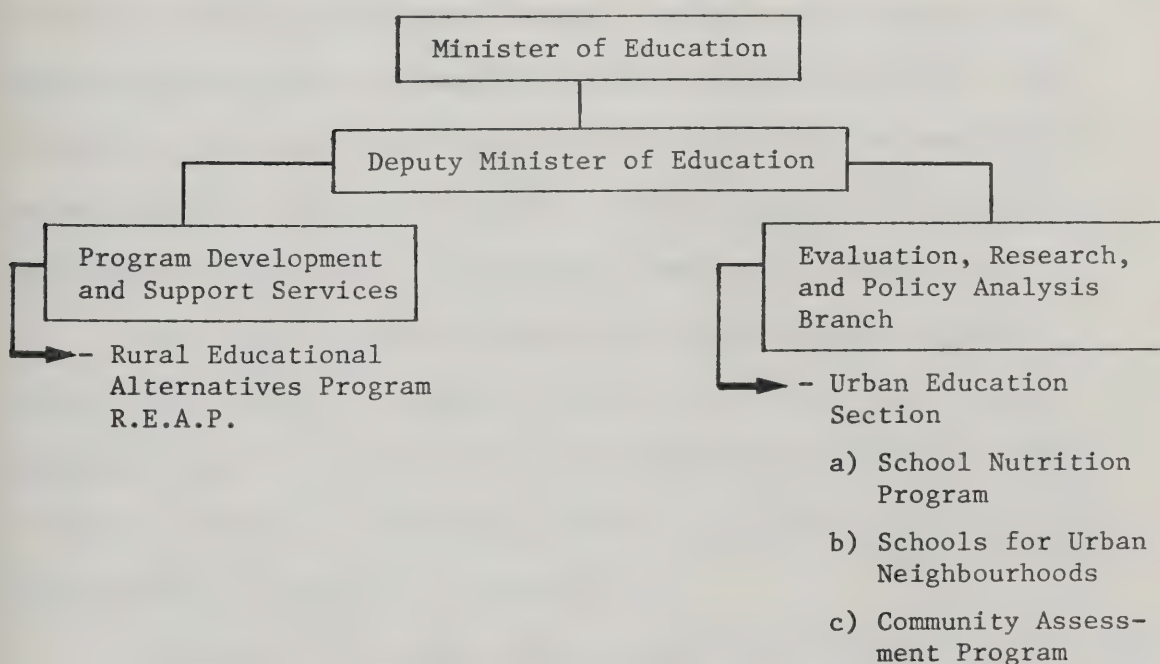


Figure 5.4

Differentiation and Integration: Manitoba

As indicated in Figure 5.4, there was a "rural" and an "urban" education section of the Manitoba DOE. The Rural Educational Alternatives Program (REAP), however, ceased to exist on April 1, 1976 (Category 'B'). The initial objectives of REAP when it was implemented in 1974 were to:

1. Demonstrate, by building on the present strengths of small rural schools and of the communities in which they are located, that small rural schools can provide an excellent educational experience,
2. Develop patterns and programs which link school and community in activities of benefit to all people living in the community, and
3. Develop guidelines for initiating changes in schooling and education in rural Manitoba through an examination of division-wide priorities and allocations based on the experience of the communities participating in the program (Category 'B').

Urban areas of Manitoba (specifically Winnipeg) fared somewhat better in terms of "community schools" than did rural areas of the province through REAP. Through its Urban Education Section of the Evaluation, Research, and Policy Analysis Branch the DOE established three programs. The major emphasis of the programs initially, was on improving the social and instructional aspects of city schools.

The School Nutrition Program included a breakfast/lunch provided for students at specific schools and a nutrition education program at the same schools. The latter was developed by Department of Health and Social Development personnel, in conjunction with the Winnipeg School Division #1 (Category 'B').

The Schools for Urban Neighbourhoods (SUN) Program was designed to:

demonstrate that the public education system can become more responsive and relevant in urban core areas. SUN is based on the recognition that the local elementary school is at the heart of the inner city core neighborhood, and can address itself to major issues of current concern to educators and community alike (unpublished paper, Manitoba Department of Education, 1975).

Finally, the Community Assessment Program (CAP) was an

"action research program which can serve as a vehicle through which the community can provide meaningful input into local schools"

(unpublished paper, Manitoba Department of Education, 1975). The basic idea of CAP was to stimulate community involvement in local school decision-making. The DOE hired three community workers to assist in this aim and it anticipated that CAP would provide a basic model for furthering the development of community schools (Category 'B').

The DOE was informed of progress in the three projects mentioned through the Urban Education section of the Evaluation, Research, and Policy Analysis Branch.

Review of Findings. The DOEs in Newfoundland, Nova Scotia, Ontario, Manitoba and Northwest Territories were committed to facilitating the development of community schools as they perceived them. This commitment could be traced through the organizational changes that three DOEs made and through existing structures which two others used to deploy personnel and to coordinate the efforts of the same personnel as they worked to develop community schools. The DOEs in Newfoundland (Figure 5.1), Ontario (Figure 5.3) and Manitoba (Figure 5.4) made some organizational changes in order to encourage the

growth of the community school concept, the DOE in Nova Scotia (Figure 5.2) used existing structures and the DOE in the Northwest Territories worked through its school superintendents to facilitate community school development.

Legal Conditions

Respondents in all Provinces indicated that School Boards/Divisions were given the responsibility of providing basic educational services for all school age children and youth. Accordingly the Provincial DOEs' involvement in education was restricted to suggesting certain developments to local authorities and to aid in the implementation of projects by providing expertise, advice and some funding. The development of community schools followed the typical pattern of implementation in which DOE officials could only make suggestions and offer expertise.

In most provinces local authorities followed DOE guidelines regarding the joint use of school and community facilities. New Brunswick's DOE was still drafting legislation in this regard

The Northwest Territories was in a similar position to the Provinces. It had a system of Education Advisory Boards which were given government guidelines regarding community use of school facilities. The Yukon was slightly different since the DOE controlled education centrally.

Many respondents added that the final decision regarding community use of school facilities was left to School Boards/Divisions and sometimes to local school principals.

In more specific instances legal conditions impinged upon DOEs in a number of ways and these are summarized in Table 5.3.

Table 5.3

Legal Conditions Which Impinged Upon Departments/Ministries
of Education Regarding Community Schools

Province/Territory	Comments*
Newfoundland	** - A report to the DOE concerning further or continuing education in Newfoundland made the following recommendations: "Recommendation one: School programs should include such activities as pre-school activities, youth enrichment, adult basic education and high school completion, senior citizen programs, and any other activities in line with community needs (Hancock, 1974).¹" - Policies regarding the development of community schools in Newfoundland are forthcoming.
Nova Scotia	- Legislative changes are needed to allow more interdepartmental and community involvement in schools.
Quebec	- School committees and parents' committees were legislated as a way of stimulating community involvement in education. Bill 27 did three things. It: 1) regrouped school municipalities into larger units; 2) provided for an administrative structure, and 3) it established school and parents' committees. Specifically the Act contained guidelines for the activities of school committees and parents' committees, and it outlined the regulations provided by the Education Act concerning the composition of school committees, as well as the terms and conditions for setting up, operating and financing school committees and parents' committees. School committees and parents' committees were organizations "cooperating" with school administrators and School Boards towards the improvement of school life.

Table 5.3 (continued)

Province/Territory	Comments*
Manitoba	** - In Manitoba, strong government support had been given for expanding community participation in education by two successive Ministers of Education. This support resulted in the development of "Schools For Urban Neighbourhoods" and the "Community Assessment Program." Specifically the Community Assessment Program model focused upon school development, community development and community-school integration. Guidelines within the model clearly articulated to School Divisions the nature of the school development, community development and community-school integration intents.
Alberta	- The DOE is proceeding carefully in the development of policy on community schools and is attempting to base this policy on solid research evidence and careful assessment of community needs.
British Columbia	- Most people believe the DOE is legally responsible for all school activities through School Boards. This led the general public to believe that other government departments and local agencies could not legally commit themselves to supporting community school activities. - The DOE has no mandate or policy regarding the community school except to facilitate the construction and operation on a "shared use" basis. - Local School Boards developed community schools on their own initiative.
Yukon	- The DOE's first responsibility is to teach the basic education skills to school age children and it is not presently prepared to embark on a more comprehensive community education project.

Table 5.3 (continued)

Province/Territory	Comments*
Northwest Territories	- The division between adult education and the regular school program was a legacy of "southern experience" and the Territorial Government was breaking down the division between the two educational streams. As a result adult education centres were being integrated into the K-12 program.

*Source of Comments: Category 'B' information

**Individual comments by study respondents

- ¹Hancock, Russell Bernard
 1974 "An Investigation of the Community Schools Affiliated with the National Centre for Community Education, Flint, Michigan, U.S.A." Unpublished M.Ed. Thesis. Memorial University of Newfoundland.

The information contained in Table 5.3 shows in part that Newfoundland schools should include programs for all age groups within the community. It is also reported in Table 5.3 that policies regarding the development of community schools in Newfoundland were forthcoming. Table 5.3 also shows that legislative changes were needed in Nova Scotia to allow more inter-departmental and community involvement in schools. In Alberta the DOE intended to base future policy regarding community schools upon careful research.

Quebec's Bill 27 is mentioned in Table 5.3 and the three intents of the Bill as they relate to education are summarized. The school committees and parents' committees which were legislated with Bill 27 implied that schools were required to establish these committees and that the committees were to work cooperatively with the schools in improving the general 'life' of the school.

A perusal of Table 5.3 reveals that the Manitoba DOE had specific ideas about what form community involvement in schools should take. Mention is also made of the guidelines the Manitoba DOE provided for School Divisions concerning school development, community development and community-school integration. In comparison with Manitoba the British Columbia DOE had no mandate or policy regarding community schools, except to facilitate the construction of schools which could be used by all community groups and organizations. Local School Boards in British Columbia developed community schools on their own initiative.

Finally, Table 5.3 reveals the responsibility of the Yukon DOE in teaching basic educational skills to school age children and the attempts of the DOE in the Northwest Territories to adapt education to the needs of the people in the north.

Review of Findings. Legal conditions in Provincial and Territorial

DOES' general environments were generally confined to legislative changes which individual governments made to facilitate the joint use of school and community facilities and to encourage greater community involvement in educational decision-making at the local school level. However, the Quebec and Manitoba DOEs provided specific guidelines and direction for School Boards in both provinces concerning community involvement in schools and the extension of school activities into the community. Legislative changes in other provinces and the territories tended to be less prescriptive in nature and intent.

Political Conditions

There were a number of respondents in various parts of Canada who outlined particular political conditions which they believed impinged upon government regarding community education and community schools. A number of their comments are summarized in Table 5.4.

As indicated in Table 5.4, community groups in Nova Scotia were demanding more facilities from the DOE through community schools.

Table 5.4 also discloses that the commitment of the Manitoba DOE to community schools in rural areas of the province was questioned. The Rural Educational Alternatives Program (REAP) suffered through its perceived association with partisan politics and it was assumed that REAP was discontinued due to a Cabinet decision.

Table 5.4

Political Conditions Which Impinged Upon Departments/
Ministries of Education Regarding Community Schools

Province/Territory	Comments*
Nova Scotia	** - Community groups are becoming more politically minded through community schools, and are demanding more facilities from the DOE.
Manitoba	- The commitment of the Department of Education to community schools might be questioned as far as rural Manitoba is concerned. REAP, the only program supportive of the "community-school philosophy" directed to rural Manitobans, was phased out on April 1, 1976. The "political identification" of REAP as an "NDP plot," created during the early implementation period of the program, was generally being recognized as false and a non-issue. The scars of the legislative battle (during the implementation stages of REAP in 1975) may well have been the main reason for not continuing with REAP.
Alberta	- The DOE does have a concern to make schools more responsive to community needs and demands but it is unsure of the future role of community schools and how they might develop. Generally the DOE is not impressed by what it knows about community school developments in other provinces.
Yukon	- Some natives are demanding more voice in the Territory's schools and they want schools with a curriculum to suit their own needs. The DOE, however, is legally and politically bound to follow the general policy of the Yukon Territorial Council regarding "equality for all." - DOE's position is somewhat tenuous because of the Land Claims dispute. This problem is inhibiting in a limited way, further educational planning by the Department.
Northwest Territories	- The DOE is faced with the demand by industry of the north to teach children basic skills on the one hand; and prepare them for training in various trades on the other.

*Source of Comments: Category 'B' information

**Individual comments by study respondents

The information included in Table 5.4 demonstrates that the DOE in Alberta was concerned that schools become responsive to community needs. The DOE was not sure, however, that the community school concept was the answer.

In Yukon the DOE was faced with native demands for more voice in schools, the Land Claims dispute, and the philosophy of the Territorial Council stating that every individual in the territory was "equal." The Northwest Territories DOE was torn between providing a "lifelong education" and preparing school age children and youth for job training.

Review of Findings. The writer was aware of many other political conditions which were impinging upon DOEs in various provinces and territories. Respondents asked that these incidents be kept confidential, however, since publication could jeopardize attempts by all parties concerned to reconcile differences for the ultimate benefit of communities and government alike.

The case of REAP in Manitoba was noteworthy from an organization theory viewpoint. Here was an example of political conditions within the general environment of an organization (the DOE) having a dramatic affect upon the organization. The basic notion behind the objectives of REAP (documented under "Technological Conditions" of this chapter) were to encourage community involvement in all decisions which ultimately affected the rural community.

On the one hand the writer was told REAP was providing a means for rural Manitobans to lobby government, while on the other hand,

other reports led the writer to believe that the organizers of REAP were "rural elitists." The arguments are not the issue. Rather, the interesting point for the study was the example of a particular environmental condition and its affect upon an organization. It is fair to note that environmental conditions do not work in isolation and in this case, personality differences were apparent.

Economic Conditions

Of all the general environmental conditions contained in the study framework, economic conditions seemed to be the most significant in impinging upon DOEs across Canada.

Table 5.5 suggests that the DOE in the Northwest Territories was the only one to actually save money by supporting community schools. It did this by vacating certain premises and making more efficient use of existing facilities.

More specifically the data in Table 5.5 demonstrate that the DOEs in Newfoundland, Prince Edward Island and Manitoba were concerned about the extra costs involved in developing community schools. However, the data also indicate that community involvement in schools need not necessarily imply extra funds from the Manitoba DOE.

The DOE in New Brunswick rearranged its budgeting system to allow boards to channel some funds into their own programming. Table 5.5 also shows that school boards in Quebec were raising their own funds for programs which fell outside the guidelines provided by the DOE. Similarly in British Columbia, School Boards were supporting community schools out of their own regular budgets.

Table 5.5

Economic Conditions Which Impinged Upon Departments/
Ministries of Education Regarding
Community Schools

Province/Territory	Comments*
Newfoundland	** - From a report on further or continuing education came this recommendation: "Recommendation three: The Department of Education should immediately begin an investigation into ways of channelling more finances to School Boards to carry out the additional responsibility associated with recommendations one and two" (Hancock, 1974).¹ - This recommendation poses a difficult problem for the DOE since it is already funding many agencies and programs, and is faced with budgetary restrictions.
Prince Edward Island	- The DOE is not clear on the issue of financing community use of school facilities. The department questions, for example, whether it should build and finance facilities which are going to be used by the community and by other government department sponsored groups.
Nova Scotia	- The Continuing Education Section of the DOE has the facility to fund community schools. These funds cover part of the costs.
New Brunswick	- The DOE provides no funds to School Boards for providing community use facilities. - Budgeting becomes a specific problem for community involvement in schools and the DOE has rearranged its budgeting system allowing boards to channel some discretionary funds into their own programming. This will become effective on July 1, 1976.
Quebec	- The DOE sets budgetary guidelines for School Boards and it funds Boards proportionately according to these guidelines. Any programs which Boards wish to offer outside DOE guidelines must be approved by the DOE and be funded entirely by raising local taxes.

Table 5.5 (continued)

Province/Territory	Comments*
Ontario	** - To encourage greater use of school facilities, the DOE made it possible for School Boards to isolate their costs related to community use of schools and class them as supplementary expenditure. The DOE provides a maximum of \$10,000.00 per project each year for community school development. These funds go to School Boards for new proposals, for extending existing proposals, and for renewing existing proposals.
Manitoba	- Budgetary restraints offer definite barriers to the development of community schools. The DOE believes there should not be excessive extra costs associated with community schools. - Interestingly one of the results beginning to show from the Rural Educational Alternatives Program (REAP) was that education could be improved without necessarily infusing more money. The traditional educational approach has been to duplicate many resources already available in the community, rather than first exploring their possible use for educational learning purposes. Further, the traditional approach has been to replicate the urban model in the rural setting, rather than design a model suited to the rural situation.
Alberta	The DOE is not providing any funds for community schools other than support for experimental projects.
British Columbia	- Funding for community schools comes from School Boards' own instructional dollars and the DOE is not granting extra money for operating community schools.
Yukon	- The DOE's funding mechanism restricts any spending upon such projects as community schools. Education's budget comes through the Territorial Financial Committee to the DOE. There is no funding formula and each school is funded according to demonstrated need.

Table 5.5 (continued)

Province/Territory	Comments*
Northwest Territories	** - There are no economic restrictions on the DOE regarding the development of community schools. In fact the Government is saving money by integrating Adult Education Centres with the schools since the Adult Centres no longer have to be maintained.

*Source of Comments: Category 'B' information

**Individual comments by study respondents

¹Hancock, Russell Bernard

1974 "An Investigation of the Community Schools Affiliated with the National Centre for Community Education, Flint, Michigan, U.S.A." Unpublished M.Ed. Thesis. Memorial University of Newfoundland.

Table 5.3 indicates that the DOE in Alberta contributed some funds to experimental community school projects while the Yukon DOE's funding mechanism prevented it from supporting such projects as community schools.

Review of Findings. Economic conditions proved a contentious issue for DOEs regarding community schools. Even in Ontario and Nova Scotia where the DOE was funding community schools, a number of respondents claimed that the funds provided by government were insufficient to defray all costs involved in developing and maintaining community schools. At least one or two respondents in each province and territory said they would like the DOE to further encourage community use of school facilities and ultimately the establishment of community schools. The same people realized, however, that extra costs were involved in these ventures and that their respective DOEs were unable to assist with additional funds.

The matter of priorities was also mentioned in some areas. A glance at Table 5.5, for example, shows that spokesmen for the DOEs in Newfoundland, Prince Edward Island, New Brunswick, Quebec and Manitoba intimated that the DOE funded the regular school program and could not extend its budget beyond that. However, two respondents from Manitoba claimed that community schools did not require additional funding from the DOE. These respondents were referring to community schools in rural Manitoba which were sponsored by the Rural Educational Alternatives Program (REAP).

Finally, the DOE in the Northwest Territories was in a position to increase its involvement in community schools since it integrated Adult Education Centres with the schools. The buildings which were used as Adult Education Centres were given over to the other government departments and the funds saved in maintaining these buildings were directed towards developing community schools.

Demographic Conditions

Demographic conditions of the general environment impinged upon DOEs in various provinces and the territories in different ways.

Table 5.6 reveals that scattered populations were of concern to the DOE in Newfoundland and both Territories. The transience of both Territories' population was an added concern to the DOE in those areas. Another factor for the DOE in the Northwest Territories was that local people were refusing to send their children to residential schools and many communities were demanding complete schooling from grade one to at least grade 9, in their own communities. The DOE in Yukon tried to use local people as instructors but this had not been too successful.

Community schools were perceived as useful vehicles for maintaining contact with many people in Nova Scotia while demographic conditions were not a factor affecting the DOE in Alberta and British Columbia.

Information gleaned from Table 5.6 shows that the Manitoba DOE was attempting to extend its services to people in the inner-city areas. The Department believed it had to extend its services beyond the level of school age children and youth and provide people living in inner-

Table 5.6

Demographic Conditions Which Impinged Upon
Departments/Ministries of Education
Regarding Community Schools

Province/Territory	Comments*
Newfoundland	** - Scattered populations, especially people in rural areas need help from government to survive. - Adult education classes are designed to serve as many adults as possible.
Nova Scotia	- The community school is a good way of reaching many people in the community and this has been a motivating factor in the development of community schools.
Ontario	- One motivating force behind the development of community schools in Ontario was the declining enrollment in schools. More specifically the empty space made available by declining enrollment in some schools in Ontario is a factor which <i>usually</i> brings about additional use of schools by community agencies.
Manitoba	- The DOE does not want to limit its concentration to school age children and youth alone. This is not sufficient to overcome the problems which exist in the child's learning environment. The Department wants to help people help themselves and to make schools a more integral part of the community. By doing this the Department hopes to improve the educational opportunities for school age children and youth. - A major goal of the Schools For Urban Neighbourhoods and Community Assessment Programs is to provide people living in the inner-city with a knowledge of the resources that exist within their communities, and to provide them with access to these resources. - A major goal of the Rural Educational Alternatives Program was to provide people living in rural Manitoba with a knowledge of the resources that exist within their communities, and to provide them with access to these resources.

Table 5.6 (continued)

Province/Territory	Comments*
Alberta	** - The DOE confines its clientele to those attending Early Childhood School programs or to taking programs in Grades 1 to 12. - Demographic shifts are only one factor in the DOE's review of its position on community schools.
British Columbia	- Demographic factors have not been important considerations for the DOE regarding community schools, since the department perceives its role as providing basic education for school age children and youth only.
Yukon	- The Yukon has an extremely transient population and this severely restricts any attempts at planning long term community projects, such as community schools, in many of the territory's communities. - The branch of the DOE that is responsible for K-12 instruction, encourages local people to remain in their community to teach. This hasn't proven too productive in that very few local people (native or non-native) are qualified to teach and those that are, invariably drift to the larger centres or out of Yukon completely.
Northwest Territories	- Population fluctuations are a constant concern to the DOE. Native people who live by the seasons do not abide by Western school years and the community schools are being programmed in accordance with the indigenous characteristics of the north. - Another factor concerns young children having to leave home to attend school. Originally this practice was accepted in the north and missionary schools looked to the Federal Government for financial support to build residential schools. Now, however, parents are objecting to sending their children to residences and they are demanding that more schooling be provided in their communities.

Table 5.6 (continued)

Province/Territory	Comments*
	- The sparsely populated communities of the north place difficult demands upon the DOE in its attempt to meet community needs. Every community wants its own complete school but the Department cannot realistically hope to meet these demands.

*Source of Comments: Category 'B' information

**Individual comments by study respondents

city areas with a knowledge of resources which existed within their communities, and provide them with access to these resources. The Rural Education Alternatives Program aimed at providing a similar service for rural Manitobans.

Another perspective in Ontario is noted in Table 5.6 where it can be seen that empty spaces caused by declining enrollments in some schools was a factor which *usually* brought about additional use of schools by community agencies.

Review of Findings. Demographic conditions impinged in many ways upon various DOEs. This was most evident in the sparsely populated areas of Newfoundland, Yukon and the Northwest Territories. It is noteworthy that declining school enrollments in Ontario sometimes preceded greater use of school facilities by community agencies.

Demographic conditions influenced other developments. For example, a number of respondents pointed out that Universities, Community Colleges, the CEGEPs in Quebec, and Departments of Adult, Continuing, Further or Advanced Education catered to the needs of post-secondary students, and that some of these institutions (particularly Quebec's CEGEPs) were ratified as a result of increased enrollments in secondary education and the large numbers of post-secondary students needing further education and/or job training.

Ecological Conditions

Included in this section is a discussion of the way in which Provincial and Territorial Government Departments/Ministries coordinate their efforts in providing facilities for community use.

According to the information displayed in Table 5.7, schools in Newfoundland have not been built with community use in mind, although this was changing. Trades schools built by the Federal Government in Newfoundland should also have been built with extensive community use in mind.

Table 5.7 indicates there was no joint planning or building of schools by government in Prince Edward Island and that the DOE in that province wanted to determine exactly what use would be made of schools in the future before it could participate in any form of joint planning of new buildings.

The DOE in Nova Scotia was supportive of building multi-purpose facilities in the community and it was cooperating with the Department of Recreation in this regard.

Data in Table 5.7 also indicate that a Ministerial Committee in New Brunswick recommended greater joint use of school facilities by various community groups, and that the Department of Youth, Culture and Recreation supported the Committee's recommendations. The Department of Youth, Culture and Recreation had some suggestions regarding the actual mechanics of joint school-community sharing of facilities. Other data concerning New Brunswick indicated that community use of school facilities was not well developed, and a Ministerial Committee suggested that if schools were to be used by the community they should be planned for that purpose by all parties concerned.

Table 5.7

Ecological Conditions Which Impinged Upon Departments/
Ministries of Education Regarding Community Schools

Province/Territory	Comments*
Newfoundland	** - Schools have not been planned and built with community joint use in mind. This is changing now and in some instances there are attempts at joint use of existing facilities. - The Federal Department of Manpower built Trades Schools but there should have been more planning of these schools to enable greater use of them by the community. The College of Fisheries would rather see community schools developed, using existing facilities, than have new community colleges built.
Prince Edward Island	- There is no joint planning by Government Departments in building new schools or renovating existing schools for community use. - The DOE believes it must be determined exactly what use will be made of schools in the future before it can participate in any form of joint planning of new buildings.
Nova Scotia	- Facilities for community use are being built into schools but this is moving slowly. There has been some cooperation between the DOE and the Department of Recreation in building school facilities and this cooperation is becoming more important. The DOE is supportive of building multi-purpose facilities in a community.
Quebec	- School Boards build facilities for school purposes only but with the idea that all facilities may be used by the community. Joint use agreements are the responsibility of participating bodies at the local level and coordination of groups using school/community facilities is usually left to the City Recreation Department. Municipalities are being encouraged to build facilities for community use on or adjacent to school property.

Table 5.7 (continued)

Province/Territory	Comments*
New Brunswick	** - A Ministerial Committee report "sees the increased use of school facilities as being the joint responsibility of the School Board, the DOE, other departments of government, the Municipal Government and local community groups" (Ministerial Committee Report, 1973).¹ The Department of Youth, Culture and Recreation supports the Committee's recommendation and it believes there should be a three-way sharing of costs regarding community use of schools. Agencies involved in this sharing should be School Boards, Municipal Councils and the Department of Youth, Culture and Recreation. - Community use of school facilities is still in the concept stage formally speaking. There is some use of schools after regular school hours but this is done on a limited basis only. . . . "if schools are to be used for community activities, they should be designed for that purpose. School Boards and the DOE should encourage local community input when planning new school facilities. The various groups and organizations which might use school facilities should be invited to offer their suggestions and recommendations early in the planning stage" (Ministerial Committee Report, 1973).¹
Ontario	- The Ministry of Culture and Recreation encourages local Recreation Councils to cooperate with other local authorities in providing community services. The community school movement is hampered by front line rather than government action. Principals, teachers and the community generally have been slow to respond to the idea of joint use of all community facilities. - The DOE works to encourage school and community sharing of facilities. This is done through Ministerial speeches and by regional representatives of the DOE consulting with community groups. The DOE recognizes that the community has acquired many resources in recent years which can enhance the community's learning process.

Table 5.7 (continued)

Province/Territory	Comments*
Manitoba	** - The Public Health Department, City Parks and Recreation Departments and some private organizations use schools and the DOE hopes that in future these organizations will take some share in building and planning new school-community facilities.
Alberta	- The Department of Recreation, Parks and Wildlife encourages School Boards, City Parks and Recreation Departments and private organizations to work out joint use agreements in building new facilities and in upgrading and extending existing facilities which will serve the total community. - Through its Local Further Education Councils the Department of Advanced Education and Manpower is attempting to facilitate voluntary involvement in further education by adult Albertans, and encourage systematic inter-agency communication, cooperation and coordination in further education programming. - The DOE initiated the publication of a booklet called "Share It" (1973) which encourages joint use of community facilities. The joint supporters and sponsors of "Share It" were the Departments of Education, Advanced Education and Culture, Youth and Recreation. - On the initiative of the DOE an Inter-Department Committee on Community Schools was organized and this committee has hired an executive secretary to facilitate its work. The DOE is in a facilitative role and does not provide programs directly to the people of the province but attempts to encourage School Boards to respond to community needs.
British Columbia	- The DOE wants to promote local involvement by having School Boards and other local authorities work out joint use agreements.

Table 5.7 (continued)

Province/Territory	Comments*
Northwest Territories	- It has been a long-standing policy of the DOE that maximum use should be made of school facilities. - Distance, travel and isolation are big problems for the north's schools as well as climatic and geographical factors. Visiting schools is a difficult problem. In these isolated communities the school is usually the biggest building with the most facilities and it becomes a natural community center. Many schools have a gymnasium and technical center, and are used extensively by the community. Space is also being added to some schools for community use.

*Source of Comments: Category 'B' information

**Individual comments by study respondents

1

1973

"A Ministerial Committee Report on The Community Use of School Facilities in New Brunswick."
Unpublished report, Province of New Brunswick.

Further perusal of Table 5.7 reveals that the DOEs in Quebec, Ontario, Alberta, British Columbia and Northwest Territories encouraged joint use of all community facilities at the local level. In Quebec joint use agreements were the responsibility of participating local bodies while City Parks and Recreation Departments were usually the coordinators of joint use arrangements at the community level. In Ontario the DOE encouraged school and community sharing of facilities through Ministerial speeches and regional representatives of the DOE. The Ministry of Culture and Recreation in Ontario also encouraged community sharing of facilities while noting that it was sometimes the local educational authorities and the community generally who were slow to use all available community facilities.

The Department of Recreation, Parks and Wildlife and the Department of Advanced Education and Manpower also played a facilitative role in promoting joint building and use of facilities at the community level in Alberta.

Geographical and climatic factors are noted in Table 5.7 as important considerations of the DOE in the Northwest Territories when contacting many of its schools. In isolated communities, however, the school was often the largest building and became a natural community centre.

Finally 5.7 shows that the DOE in Manitoba was willing to participate in joint planning and building facilities.

Review of Findings. Ecological conditions as discussed in the previous section were of particular importance to most Provincial and Territorial DOEs. Generally the DOE in each province and territory mentioned was concerned that local authorities planned and built school and community facilities for the ultimate benefit of the entire community. They were also concerned that joint use agreements of existing facilities be worked out at the local level. There was generally very little involvement in joint planning and building of facilities at the Departmental level although Departments of Recreation in at least four provinces were actively involved in supporting DOEs in encouraging local involvement in this area.

Cultural Conditions

The final aspect of the general environment to be considered in this chapter is cultural conditions.

Turning immediately to Table 5.8 reveals that the cultural norms of some Newfoundland communities were not congruent with the culture of their schools and that teachers were reminded of the need to bridge that gap. Education and community development were to be linked to bring about social change and a better style of living for Newfoundlanders.

Table 5.8 indicates that the DOE in Nova Scotia recognized the demands of the community for more involvement in schools while the Continuing Education Department of the DOE was encouraging the formation of school-community councils and the appointment of

Table 5.8

Cultural Conditions Which Impinged Upon Departments/Ministries
of Education Regarding Community Schools

Province/Territory	Comments*
Newfoundland	** - There is a wide cultural gap between some Newfoundland schools and the communities they serve, and schools and teachers must assume a greater measure of direct responsibility for community and social improvement. - Education and community development should be closely linked to bring about social change and a better style of living for people.
Nova Scotia	- The Department of Continuing Education continues to prod communities into action and to establish a school-community council and to appoint a coordinator/leader. This happens after School Boards are convinced of the value of community schools. - People can now see a chance to become meaningfully involved in school affairs and community schools are now developing in all strata of the community. - The DOE recognizes that people are demanding more voice in school affairs and it is attempting to respond accordingly.
Quebec	- The DOE initiated school committees and parents' committees to assure people of the participation they were used to in school affairs. There has been a long tradition of community involvement in schools in Quebec and this involvement was greatly affected by the consolidation of School Boards. Parents and the community felt a sense of loss as a result of consolidation and the Department is trying to rekindle that community identity in larger urban as well as rural centers.

Table 5.8 (continued)

Province/Territory	Comments*
Ontario	** - In an effort to find out more about the children, its teaching and to help Canadian children understand various ethnic groups, there has been more of a relationship between schools and different ethnic groups that prevail in a community. Schools also have to work with ethnic groups and let them know what is happening in school and how education operates in Ontario.
Manitoba	- There has been a strong and increasing interest in a community school approach to education in Manitoba at the grass roots level in recent years. The many cultural groups within the city of Winnipeg also place great demands upon the educational system for more diverse and varied programs. . . . the multi-cultural community structure in Winnipeg is a natural hot bed for community education. - Such factors as low incomes, low educational levels, high unemployment, rising food costs, poor health, substandard housing, scarce recreational facilities, and the needs of native people in inner-city Winnipeg contribute to the urgency which the DOE feels for providing better educational services in the inner-city schools. As well as contributing to the urgency of the matter, these factors present problems which must be overcome in order that significant improvements may be made in the educational standards of inner-city schools.
Alberta	- Most encouragement for community schools has come from interested individuals and small groups who have generated further community interest. The DOE is concerned that it does not act hastily in reacting to the concerns of a few. The DOE does recognize, however, that citizens are concerned about some aspects of education and it is ready to respond to those concerns within the financial constraints voted by the legislature.

Table 5.8 (continued)

Province/Territory	Comments*
Yukon	** - The Yukon Native Brotherhood claims that the Government of the Yukon Territory is not fulfilling its responsibility in meeting the needs of native children in the Territory's schools. - The DOE is working hard to meet native demands but many factors make it difficult for the DOE to diversify its approach to education.
Northwest Territories	- Indians tend to view the school in a way different from the Eskimos, and predominately Indian schools have to be considerably different from Eskimo schools. The many languages and dialects also cause problems. - The DOE realizes the importance of a heterogeneous approach to education in the Northwest Territories. Parents are also demanding that school grades be extended in schools in local communities and they are refusing to send their children away to boarding schools. The problem for the DOE is that Eskimo and Indian children cannot complete the work demanded in high school grades at the pace of some of their peers and many Western children.

*Source of Comments: Category 'B' information

**Individual comments by study respondents

coordinators/leaders. Groups of people from all social strata in Nova Scotia were becoming increasingly involved in community schools.

Table 5.8 shows that the DOE in Quebec legislated school committees and parents' committees in an attempt to rekindle the spirit of involvement in schools that Quebec citizens once demonstrated. The DOE in Manitoba and Ontario considered the multi-cultural nature of some of their communities important in developing community education and community schools. Ethnic differences were also important considerations for the DOEs in the Yukon and the Northwest Territories. In the Northwest Territories particularly, there was a problem regarding the different attitudes of the Territories' Indians and Eskimos towards education.

Finally, Table 5.8 indicates that the Alberta DOE was reluctant to act hastily with respect to community schools since it believed that it was not the majority of citizens in the province who were supporting the community school concept. The DOE was ready to respond to citizen's general concerns regarding education, however.

Review of Findings. The DOE in Quebec probably manifested the greatest evidence of impinging cultural conditions by its action to initiate school committees and parents' committees. This was done in order to provide Quebec citizens with a medium through which they could become re-involved in school affairs.

Canada's multi-culturalism was also reflected by the actions of the DOEs in Ontario, Manitoba, Newfoundland, Yukon and the Northwest Territories. These provinces and territories were attempting to build

their educational services around the different ethnic groups of their communities.

The "social awareness" of various sectors of the community in Alberta and Nova Scotia were also factors which were important enough for some respondents to mention as they reflected upon the affect of cultural conditions on their respective governments regarding community school developments.

I. SUMMARY

In this chapter the general environmental conditions were described as they impinged upon Departments/Ministries of Education in Canada's Provinces and Territories.

The term *community education* was not as widely used in Canada as the term *community schools*, and the two were often used synonymously. When questioned about their use of these two terms respondents indicated that since the schools were in existence, *community school* was the more convenient term to use. Community education and community school meant different things to respondents in various parts of the country. There was a general consensus, however, that schools were valuable community resources which were not fully utilized.

Five DOEs were committed to facilitating the development of community schools. This commitment was demonstrated through various organizational changes or structures that were used to deploy personnel and to coordinate the efforts of the same personnel as they worked to develop community schools.

Legislative changes were made in instances where they were needed to facilitate joint use agreements between School Boards and other local authorities. Local school authorities in all parts of Canada were legally able to permit community use of schools.

A number of respondents discussed political conditions which they believed impinged upon the DOE in their particular province or territory regarding community schools. Many of these respondents asked that their comments be kept absolutely confidential since publication could jeopardize constructive attempts at overcoming various difficulties.

Economic conditions generally proved a contentious issue for DOEs regarding community schools. In many cases DOEs were encouraging local involvement in developing community schools while realizing that budgetary restrictions made it difficult, if not impossible to provide funds to facilitate this development.

The significance of demographic conditions to DOEs in relation to community schools was varied and some respondents indicated that the DOE in their particular area was involved in developing tertiary level institutions, partly as a response to demographic conditions.

Ecological conditions were of particular importance to most Provincial and Territorial DOEs. Generally the DOE in each province and territory was concerned that local authorities planned and built school and community facilities for the ultimate benefit of the entire community.

Canada's multi-culturalism was reflected in particular areas of the country where DOEs were attempting to build their educational services around the different ethnic groups of their communities. General community involvement in school affairs was also mentioned by some respondents as a factor which came to the attention of DOEs in selected parts of the country.

Chapter 6

THE SPECIFIC ENVIRONMENT AS IT IMPINGED UPON DEPARTMENTS/MINISTRIES OF EDUCATION REGARDING COMMUNITY SCHOOLS

In the previous chapter the *general* environmental conditions were described as they impinged upon DOEs in relation to community education and community schools.

This chapter presents information in two sections. The first section concerns the *specific* environmental conditions¹ and how they impinged upon DOEs in each Province/Territory in Canada with respect to community schools. The second section concerns the *general* environmental conditions² and how they impinged upon relationships between the DOE in each Province/Territory and other organizations which also shared an interest in community schools.

I. SPECIFIC ENVIRONMENTAL CONDITIONS

Organization Set

Table 6.1 summarizes the data and shows the principal organizations which respondents perceived were in contact with Provincial and Territorial DOEs in relation to each DOEs' interest in community schools.

A global view of Table 6.1 reveals that DOEs in all provinces, and the Northwest Territories were in contact with local School Boards

¹Specific environmental conditions: Organization set (Hall, 1972:312-316).

²General environmental conditions: technological, legal, political, economic, demographic, ecological, cultural (Hall, 1972: 298-305).

Table 6.1
Organizations Interacting With Departments/Ministries of Education in Relation to Community Schools

Name of Organization	Province/Territory in Which the Organization Interacted With DOES*										Total Number of Contacts
	Newfoundland	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Sask. Alberta	British Columbia	Yukon	Northwest Territories
School Boards	✓**	✓	✓	✓	✓	✓	✓	✓	✓		✓
Prov./Terr. Rec. Dept.***			✓	✓		✓	✓	✓			✓
City Rec. Dept.						✓	✓				
Prov./Terr. Cult. Dept.***				✓		✓	✓	✓			✓
Prov./Terr. Social Service Dept.	✓	✓	✓								
Prov./Terr. Agric. Dept.	✓	✓									✓
Prov./Terr. Munic. Affairs Dept.											
Prov./Terr. Cont. Ed. Dept.***	✓			✓				✓			✓
Prov./Terr. Attorney General Dept.			✓								
Prov./Terr. Health Dept.			✓						✓		
Prov./Terr. Human Resources Dept.									✓		
Vocational, Technical Training Schools	✓									✓	
Federal Manpower Dept.	✓									✓	
University Ext. Dept., Faculties of Educ.	✓			✓						✓	

Table 6.1 (continued)

Name of Organization	Province/Territory in Which the Organization Interacted With DOES*										Total Number of Contacts
	Newfoundland	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Sask. Alberta	British Columbia	Yukon Territories	
Rural Development Council		✓									1
Community-School Councils			✓								1
Public Schools										✓	1
Total Contacts for each Prov./Terr.	7	4	6	4	1	6	6	4	3	4	55

*Category 'B' information

** Check (✓) indicates that the DOE in that particular province/territory interacted with the organization listed in relation to the DOE's interest in community education and community schools

***The names of these institutions differed slightly in some instances although the intent was similar

concerning community schools. The Yukon showed no such relationship since it had no School Boards. Further examination of Table 6.1 shows that DOEs in six provinces and one territory were in contact with Provincial or Territorial Recreation Departments, DOEs in five provinces and one territory were in contact with Provincial or Territorial Departments of Culture, and DOEs in five provinces and one territory were in contact with Provincial or Territorial Social Services Departments. All these contacts were in relation to a common interest in community schools.

Table 6.1 also indicates that the DOE in three provinces had contacts with Departments of Agriculture, the DOE in three other provinces had contacts with Departments of Continuing Education, the DOE in one province and two territories had contact with the Federal Department of Manpower, and the DOE in two provinces and one territory had contact with University Extension Departments; all in relation to a common interest in community schools.

Finally, Table 6.1 shows that DOEs in two provinces were in contact with City Recreation Departments; the DOE in one province and one territory was in contact with Departments of Municipal Affairs; DOEs in two provinces were in contact with Departments of Health; the DOE in one province and one territory was in contact with Vocational, Technical Training Schools; the Nova Scotia DOE was in contact with the Attorney General's Department, and community-school councils; the British Columbia DOE was in contact with the Department of Human Resources; the Prince Edward Island DOE was in contact with the Rural Development Council, and the Yukon DOE was in direct contact with public schools. All these contacts were in relation to a common interest in community schools.

Additional information. There were two provinces and one territory which indicated additional organizations with which the respective DOEs had contact in relation to their interest in community schools. These organizations are not included in Table 6.1, but they are discussed in the following three paragraphs.

In Ontario the DOE was in contact with the Ministry of Colleges and Universities, Ontario Teachers Federation, Ontario Teacher Education College, Ontario Federation of Home and School Association, Ontario Institute for Studies in Education, Faculties of Education, Ontario Universities, Ontario Educational Communications Authority, Ontario Advisory Council for Senior Citizens, and City and County Public Libraries; all in relation to a common interest in community schools.

In Manitoba the DOE was in contact with the Department of Cooperative Development, Winnipeg Adult Education Centre, City of Winnipeg Public Health, North End Community Organization, Project Open Door, Mount Carmel Clinic, and the City of Winnipeg Neighbourhood Improvement Program; all in relation to a common interest in community schools.

Finally, in the Northwest Territories the DOE was on contact with the Federal Department of Indian and Northern Affairs, the Federal Secretary of State, and the Federal Department of National Health and Welfare; all in relation to a common interest in community schools.

The above information, plus the information contained in Table 6.1, is summarized in Table 6.2.

As indicated in Table 6.2, the DOEs in Ontario and Manitoba were in contact with many different organizations which were involved in some way with community schools. The DOEs in the Northwest Territories, Newfoundland and Nova Scotia were also in contact with a number of organizations interested in community schools.

Review of Findings. It is not surprising that all DOEs were in contact with local School Boards because the School Boards administer the regular school programs and are responsible for maintenance and control of schools.

It is noteworthy, however, that Departments of Recreation in many parts of the country were obviously involved in community school activities since DOEs in six provinces and one territory were in contact with these Recreation Departments regarding community schools. Similarly, Departments of Culture and Departments of Social Services were each in contact with DOEs in six different provinces/territories regarding community school activities.

Contacts with other organizations were minimal in terms of frequency across Canada. However, data contained in Table 6.2 concerning the number of contacts that DOEs had in specific areas of Canada, compliment the information contained in Chapter 5 of this study regarding the degree of involvement various DOEs had in facilitating community school development.

Table 6.2

Summary of Organizations Interacting With Departments/Ministries
of Education Regarding Community Schools

Province/Territory DOE	Number of Organizations in Contact With Each DOE Concerning Community Schools
Newfoundland	7
Prince Edward Island	4
Nova Scotia	6
New Brunswick	4
Quebec	1
Ontario	15
Manitoba	13
Saskatchewan	4
Alberta	4
British Columbia	3
Yukon	4
Northwest Territories	9

For example, it was explained in the previous chapter of the study that the DOE in Ontario had deployed staff in nine Regional Offices of Education and in a specific section of the DOE, to assist local school authorities in establishing community schools. In addition to that action, the data in Table 6.2 indicate that the DOE contacted other organizations which were also interested in the community school concept.

The DOEs in Manitoba, Northwest Territories, Newfoundland and Nova Scotia were also mentioned in the preceding chapter of this study as having varying degrees of involvement in facilitating community school development. Table 6.2 also suggests that the DOE in these areas was in contact with other organizations which were assisting the development of community schools in some way.

II. THE GENERAL ENVIRONMENT AS IT IMPINGED UPON INTER-ORGANIZATIONAL RELATIONSHIPS REGARDING COMMUNITY SCHOOLS

In the previous section of this chapter the *specific* environmental conditions of the DOE in each Province and Territory were described. These environmental conditions encompassed the relationships between DOEs and other organizations also associated with community schools.

The second section of the chapter elaborates upon data concerning the *specific* environment of DOEs and presents information on the *general* environment as it impinged upon inter-organizational relationships regarding community schools.

Technological Conditions

A cursory inspection of Table 6.3 reveals that community school developments impinged in many ways upon inter-departmental and inter-organizational relationships.

A closer examination of the information in Table 6.3 shows that the DOE in Newfoundland was aware of a growing commitment by government and non-government agencies to community development and that the Extension Department of Memorial University and the College of Fisheries were two such agencies delivering specific community service programs to local communities. The DOE in Prince Edward Island noted the presence of the Rural Development Council's community schools.

The data in Table 6.3 indicate that there were over 30 community schools in Nova Scotia and that most were receiving monetary support from the DOE. The Nova Scotia DOE was training community workers and teachers to work with the community and it was also aware of the need to cooperate with the Department of Recreation regarding community school affairs. Meanwhile the Department of Recreation had initiated a program aimed at providing community facilities for recreational-educational purposes and providing a focal point for a variety of recreational-educational opportunities.

In New Brunswick there were 5 recommendations made to the DOE regarding community use of school facilities and the data in Table 6.3 suggest that there was some dissatisfaction with the DOE because of its perceived reluctance to act upon the recommendations. The data do

Table 6.3

Technological Conditions Which Impinged Upon
Inter-Organizational Relationships
Regarding Community Schools

Province/Territory	Comments*
Newfoundland	** - There is a growing commitment by government and non-government agencies to community development work and social change. - The College of Fisheries' Travelling Schools are for fishermen and those people directly connected with the fishing industry. Travelling Schools are a carry over of the Provincial Government's goal of providing free non-credit courses for fishermen. - The Extension Department of Memorial University has an established program of community development under way with 12 community development workers in various communities.
Prince Edward Island	- Community schools in Prince Edward Island are a part of the Rural Development Council.
Nova Scotia	- There are more than 33 community schools throughout Nova Scotia and most are receiving some funding from the DOE. People everywhere show enthusiasm and the community school program is expanding. - The DOE has trained community workers to go into communities and assist in community development and is operating summer school programs to help teachers work with the community. The DOE has to work out ways of cooperating with and coordinating efforts with the Department of Recreation. - The Department of Recreation initiated "The Little Red Schoolhouse Program" in 1974. The purpose of the program was an attempt to; 1) reactivate abandoned schools, community halls, fire stations and similar buildings for recreational-educational purposes, and 2) provide a focal point for a variety of community recreational-educational opportunities. These facilities, which now number over 400 in the province are used by all members of the community for physical, social and cultural recreational-educational programs.

Table 6.3 (continued)

Province/Territory	Comments*
Ontario	** - The DOE sees a danger that School Boards may stop at the program stage of community schools and not move to encourage the community to participate in community problem solving and decision-making.
New Brunswick	- There were 5 general recommendations made by the Ministerial Committee concerning community use of school facilities and there has been some dissatisfaction with the DOE regarding its perceived reluctance to act sooner on some of those recommendations. - A few joint use agreements between School Boards and Municipal Councils have been signed as a result of action taken by the DOE on the Ministerial Committee's recommendations.
Manitoba	- The Rural Educational Alternatives Program (REAP) was initiated in 1974 and it focused upon rural areas of Manitoba. Although REAP was discontinued in 1976, the DOE intends to use the structures established by it for developing community schools in rural areas of the province. - The Winnipeg Adult Education Centre of Winnipeg School Division #1 is also developing community education programs at the neighbourhood level.
Alberta	- The Department of Recreation, Parks and Wildlife endorses the community school concept but wants to preserve the volunteer aspect of them. Albertans have been served by Local Recreation Boards throughout the province. These Boards coordinate leisure time activities in the community, promote and encourage good constructive leisure time activity for all citizens, and administer a recreation program in the community on behalf of Municipal Council.

Table 6.3 (continued)

Province/Territory	Comments*
	- Community education is not a <i>new</i> idea . . . it tends to become an expansion of educational programs. Community education is an all inclusive phenomenon functioning in the community to help people of all ages, races, religions and socio-economic backgrounds to fulfill their learning and recreational needs and to aid in the development and improvement of their entire community.¹ "Community school becomes the device through which community needs are blended with community facilities and programs developed either by the schools or by other agencies and groups within the community."¹ - One room rural schools were community schools and what is happening in education now is an attempt to get back to the one room rural school idea. - In 1971 a Provincial Community School Coordinator Trail Project Steering Committee was established by the Doe and the Department of Advanced Education and Manpower to monitor and evaluate three trial community schools. The Department of Advanced Education and Manpower also established Local Further Education Councils in 1974 to provide a wide range of community services without duplication. The Department also has direct linkage with community schools through its Local Further Education Councils. "The ultimate goal of a Local Further Education Council is to mobilize all available resources to offer coordinated, comprehensive meaningful courses of further education to <i>adults</i> in the community. A Local Further Education Council is not intended to assume the operation of any of its member agencies. The major function of a Local Further Education Council is to coordinate non-credit further education programming on an inter-agency basis" (Further Education, policy statement, 1975).²

Table 6.3 (continued)

Province/Territory	Comments*
British Columbia	** - There are approximately 40 community schools in the province. The Broom Report recommended that the DOE "establish machinery to ensure early discussion with school boards and municipalities concerning additions modifications to school facilities to make them more available for community use," "and that" the Provincial Government, in conjunction with the Community Recreation Facilities Fund, establish an advisory service to communities on the design and operation of facilities" (Broom Report, 1974).²

*Source of Comments: Category 'B' information

**Individual comments by study respondents

1

1976 "Glossary of Common Recreation Terms," Recreation Development Division. Alberta Recreation, Parks and Wildlife. March

2

1975 "Further Education; Policy, Guidelines, Procedures," Alberta Advanced Education.

3

1974 "Leisure Services in British Columbia," Broom Report. Victoria, British Columbia: Queen's Printer. February.

indicate that the DOE had taken some action, however, in facilitating the signing of agreements between some School Boards and local authorities for the joint use of community facilities.

The DOE in Ontario was concerned that School Boards would be content to offer wide ranging programs to the community through their community schools without encouraging community involvement in school and community affairs.

Table 6.3 shows that the DOE in Manitoba intended using the structures of the terminated Rural Educational Alternatives Program to develop community schools in rural Manitoba. At the same time the DOE was aware of the fact that Winnipeg School Division #1 was developing community education programs.

The Department of Recreation, Parks and Wildlife in Alberta supported the community school concept and was anxious to preserve the volunteer aspect of community schools. Table 6.3 also affirms the commitment of local Recreation Boards to community service in Alberta. The Department of Recreation, Parks and Wildlife spokesmen believed community education in Alberta was merely an expansion of educational programs and they referred to their Departments' definition of community education. Similarly they referred to their Departments' definition of a community school when discussing community school developments in Alberta.

A respondent from Alberta Culture believed the one room rural schools were community schools and that education was returning to that system of education. Table 6.3 also exhibits the Alberta Department of Advanced Education and Manpower's role in three trial community school projects and its efforts to coordinate community services

including non-credit further education courses, through its Local Further Education Councils.

There were approximately 40 community schools in British Columbia, according to Table 6.3. In addition, the Broom Report a project commissioned by the British Columbia Government to study community services in that province, recommended that the DOE facilitate discussions between School Boards and other local authorities regarding the community use of schools, and that the Provincial Government establish an advisory service to communities on the design and operation of facilities.

Review of Findings. The information contained in Table 6.3 is varied, sometimes contradictory, and generally points to the need for coordination and cooperation by Government Departments and community agencies to avoid unnecessary duplication of services and/or effort.

In some instances DOEs were aware of the work being done by other Government Departments or organizations in the community, either directly with community schools or in the area of community services related to community school activities. In other instances, however, there was an overlap of services between various organizations and in another case the DOE was perceived as slow to act in facilitating more community sharing of facilities, including schools.

Finally, there were many different organizations, including Government Departments, that were associated in some way with community school developments. These associations impinged in various ways upon

relationships between DOEs and the organizations mentioned. For example, some organizations believed DOEs should adopt a low profile of involvement in community schools and others believed DOEs should limit their efforts to encouraging interorganizational involvement in community schools.

Legal Conditions

Table 6.4 indicates that the DOE in Newfoundland could not instruct school boards on policies concerning community schools. However, by amending legislation the DOE allowed School Boards to extend their educational services to the community and to adopt policies regarding the maximum use of schools by all community groups. The College of Fisheries had the special responsibility of training fishermen and fish plant workers in all spheres of their livelihood.

The Prince Edward Island DOE acknowledged the involvement of two Government Departments in community schools in that province.

According to the information in Table 6.4 the Nova Scotia DOE believed the continual growth of the numbers of community schools in that province was somewhat inhibited by the need for School Boards to consider community school development as a priority. It was also perceived that School Boards needed more guidelines regarding various aspects of community schools.

The difficulty in establishing joint use agreements in New Brunswick is noted in Table 6.4 and that difficulty is represented by the Department of Youth, Culture and Recreation's problems in trying to use school facilities for delivering some of its programs at the community level.

Table 6.4

Legal Conditions Which Impinged Upon
Inter-Organizational Relationships
Regarding Community Schools

Province/Territory	Comments*
Newfoundland	** - The DOE will not develop specific policies on the supervision of community schools because schools are administered by local School Boards. - A report to the DOE concerning Further or Continuing Education in Newfoundland recommended that: "the Department of Education Schools Act be amended to make School Boards responsible not only for elementary and secondary education, but for the provision of educational services to the whole community, and that School Boards adopt policies allowing and encouraging maximum use of school facilities by all community groups" (Hancock, 1974).¹ - An increasing number of School Boards have developed policies allowing community use of school facilities since these recommendations were made. - The College of Fisheries is responsible for the technical education of fishermen and fish plant workers, and it does not offer courses to anyone outside this sphere of employment.
Prince Edward Island	- The DOE is aware of the fact that the Department of Agriculture sponsored Rural Development Council activities and that the Department of Development funds community schools through the Comprehensive Development Plan and the R.D.C.
Nova Scotia	- Community schools are growing in numbers across Nova Scotia but the growth is somewhat inhibited by the need for School Boards to address priorities on educational programs in elementary and secondary education. - School Boards need guidelines from an operational point of view regarding community schools, especially in the area of cost sharing and maintenance.

Table 6.4 (continued)

Province/Territory	Comments*
New Brunswick	** - The Department of Youth, Culture and Recreation sponsors community programs but it cannot use school facilities in delivering these programs. The Ministerial Committee investigating community use of school facilities made recommendations in this regard, however. - Communication is a major problem in establishing joint use agreements since no one is sure who is responsible for maintenance and the allocation of time when facilities are jointly used.
Alberta	- The Department of Recreation, Parks and Wildlife requires that Municipal Councils establish a Recreation by-law, in order to provide a legal identity for citizen participation in recreation planning, operations and evaluation. - The Department of Advanced Education and Manpower is concerned with the provision of adult and further education programs for Alberta's adults. It does this through its Local Further Education Councils.
British Columbia	- "Provincial legislation and School Board policies which facilitate the community use of schools should be developed with the least possible delay" (Broom Report, 1974).² - The DOE prefers to deal exclusively with School Boards regarding community joint use agreements. - Changes in legislation were made as a result of community and School Boards' requests for less restrictive guidelines regarding community use of schools and their facilities. Capital and operating costs are now worked out by School Boards and local municipalities and are then subject to the prior approval of the Minister of Education.

Table 6.4 (continued)

Province/Territory	Comments*
Yukon	** - The DOE cannot offer avocational programs for adults because spaces at the Technical Training Centre are purchased by the Federal Department of Manpower in courses which are career oriented. Legislation is needed stating the mandate of the Technical Training Centre. The Federal Department of Manpower is a major controlling factor in the Territorial Government's adult education system.

*Source of Comments: Category 'B' information

**Individual comments by study respondents

¹Hancock, Russell Bernard

1974 "An Investigation of the Community Schools Affiliated with the National Center for Community Education, Flint, Michigan, U.S.A." Unpublished M.Ed. Thesis. Memorial University of Newfoundland.

²

1974 "Leisure Services in British Columbia," Broom Report. Victoria, British Columbia: Queen's Printer. February.

Table 6.4 indicates that the Department of Recreation, Parks and Wildlife in Alberta encouraged community participation in local recreation planning, operations and evaluation through "facilitative legislation." Table 6.4 also indicates that Alberta's Department of Advanced Education and Manpower was responsible for adult and further education programming.

In British Columbia the Broom Report suggested Provincial legislation and School Board policies facilitating community use of schools were needed immediately. According to Table 6.4 legislative changes were made to facilitate community use of schools. The DOE in British Columbia preferred to deal with School Boards only and it left School Boards with the responsibility of working out local joint use agreements.

Finally, Table 6.4 demonstrates the need for legislation in Yukon stating the mandate of the Technical Training Centre. The DOE was unable to offer avocational programs for adults because of Federal Government requirements for skill training through its Manpower Division.

Review of Findings. The recommendations of research projects had ramifications for the DOEs in Newfoundland, New Brunswick and British Columbia regarding community schools. In Newfoundland and British Columbia the respective DOEs acted upon those recommendations while the New Brunswick DOE was perceived as "slow to act" upon recommendations.

The jurisdictions of various organizations in community school programming in Newfoundland, Prince Edward Island, New Brunswick and

Alberta indicate the need for close inter-organizational cooperation in those provinces.

Finally, the Nova Scotia DOE was concerned that School Boards include community school activities in their overall priorities, while the Yukon DOE was restricted somewhat in its educational endeavours by specific Federal Government requirements in education.

Political Conditions

School administrators and teachers in Newfoundland, Prince Edward Island, Manitoba and Ontario, and School Boards in Newfoundland, Ontario and New Brunswick were all concerned about community use of schools, according to Table 6.5. In Ontario this concern was alleviated by a Ministerial speech in which the parameters of community involvement in schools were carefully explained. "Empire building" by various educational institutions was another point mentioned as a problem in coordinating educational services in Newfoundland.

Some definite developments in terms of initiating and co-ordinating community schools were noted in Nova Scotia. Table 6.5 indicates that an understanding of the community school concept by School Boards was important in Nova Scotia and that Provincial Departments needed to coordinate their efforts in providing community services. However, the DOE was suggested as the logical organization to initiate community schools in Nova Scotia and this was regarded as a significant step.

Table 6.5 shows that Halifax School Board in Nova Scotia believed school community coordinators had to be certified teachers. The same table also shows that the Department of Recreation and the DOE were

Table 6.5

Political Conditions Which Impinged Upon
Inter-Organizational Relationships
Regarding Community Schools

Province/Territory	Comments*
Newfoundland	** - Teachers and administrators sometimes object to community use of schools and this is a problem to be dealt with sensitively. - There are a number of denominational School Boards in the province and this causes problems in sharing facilities <i>in some instances</i>. - The problem in coordinating community services is "empire building" by various educational institutions. Each institution guards its own mandate and is concerned about someone else taking over its area.
Prince Edward Island	- Some school administrators and teachers perceive the community school as an encroachment on their domain.
Nova Scotia	- The first step in establishing for community schools in Nova Scotia is School Boards to understand and accept the concept. There is a concern at the Provincial Department level to coordinate efforts regarding community services. The DOE or its departments of Adult Education, Continuing Education and Youth Education, the Department of Welfare or Municipal Affairs, all have potential to facilitate the development of community schools and to strengthen the community school movement. It is now accepted that the Nova Scotia DOE is the logical and appropriate Department of Government to initiate and coordinate the community school movement in Nova Scotia. It is clear that many departments and services of government have roles to play in this movement, but the firm focus on the DOE as the initiator and coordinator was a giant step. - Halifax School Board believes the school community coordinator is an important person who must understand educational technology and should be a certified teacher.

Table 6.5 (continued)

Province/Territory	Comments*
** - <i>Some</i> community school programs are offered free of charge and the City Recreation Department has to charge people to defray costs for its programs. - The Recreation Department trains leaders to work in communities. - The DOE is getting its own workers into the community in an attempt to facilitate community development. The DOE also believes it can facilitate the development of community schools by building good facilities, by training teachers with a broader base to work in communities and by encouraging leadership within the community. - The present extent of community use of schools has developed primarily due to community groups and individuals making representation to Municipal Councils and local School Boards, and to Municipal Recreation Commissions and Recreation Directors negotiating with School Board administrators and officials.	
New Brunswick	- The Department of Youth, Culture and Recreation is lobbying the DOE on behalf of Municipal Recreation Councils for greater use of school facilities. - Some School Boards do not want community groups using their schools and the DOE cannot do anything about that.
Ontario	- School personnel <i>in some instances</i>, fear a loss of control as a result of community involvement in schools. Therefore, the intent of community schools must be clearly defined. - The Minister of Education's policy speech in 1974 (Appendix J) contributed greatly to alleviating the concerns of school trustees, teachers and principals regarding the activities of community schools.

Table 6.5 (continued)

Province/Territory	Comments*
Manitoba	** - The DOE is faced with political barriers in implementing various community school programs and one of these barriers is the multiple levels and layers of jurisdictions that have responsibility for social services and assistance to individuals. There are not only the municipal and provincial agencies but also private and quasi-private agencies which consider the efforts of schools to become involved in the community as an infringement on their jurisdiction. In addition, various professions which similarly feel that they have a vested interest in the problems of their clients are reluctant to see schools reach beyond the classroom into the community that they serve. - While the DOE would like to see schools become vehicles through which people can express community needs, it is aware of the concerns of some school trustees, administrators and teachers who view community involvement in schools as a threat to their positions.
Alberta	- The Department of Recreation, Parks and Wildlife believes <i>community school</i> and <i>community education</i> are poor terms to use. The words education and school have formalized connotations and the phrases are not the best to use in attempting to attract the general public into the schools.
British Columbia	- "Lobby groups representing sports and community groups should have an influence on facility design" and "those other people in the community who are not represented by such groups should also be canvassed for their ideas and opinions" (Broom Report, 1974).¹

Table 6.5 (continued)

Province/Territory	Comments*
Yukon	** - A major political factor impinging upon the DOE is the Territorial Government's policy of equality for all the territory's people. This means that native people must attend regular schools and follow a standard curriculum. It also means that the DOE is unable to offer any kind of alternative schooling which could be considered "below the standard" of the regular curriculum.

*Source of Comments: Category 'B' information

**Individual comments by study respondents

1

1974 "Leisure Services in British Columbia," Broom Report. Victoria, British Columbia: Queen's Printer. February.

both training their own community workers to work in local neighbourhoods. Another point made was that some community schools could offer their programs free of charge whereas City Recreation Departments had to charge people for their programs.

The fact that the present extent of community use of schools in Nova Scotia was due to community group pressure and to negotiations between Municipal Recreation Commissions and Recreation Directors is also mentioned in Table 6.5. Similarly in New Brunswick, the Department of Youth, Culture and Recreation was lobbying for greater use of schools by the community.

The DOE in Manitoba recognized that many organizations in the community perceived it as infringing upon their own jurisdictions as it moved to implement some of its own programs in the community. Data in Table 6.5 also suggest that some professions in Manitoba were reluctant to have schools reach beyond the classroom.

In Alberta the Department of Recreation, Parks and Wildlife believed the terms *community education* and *community school* were not the most suitable to use in attempting to attract public into the schools, while the Broom Report in British Columbia recommended that all sectors of the community be involved in designing community facilities.

Finally, Table 6.5 discloses that the DOE in Yukon was bound by a Territorial Government philosophy of treating all people in the territory equally. The DOE found that while this philosophy was humanistically desirable, it led to many problems in trying to meet the educational needs and abilities of all people in the territory as a homogeneous group.

Review of Findings. The apprehension of some school authorities in various areas of Newfoundland, Prince Edward Island, New Brunswick, Manitoba and Ontario was noted as a consideration of the DOE in those provinces regarding community schools. In Ontario, however, a speech by the Minister of Education contributed significantly to a greater understanding of the community school concept in that province. The text of the speech is included in Appendix J of the study.

"Empire building" was mentioned as a problem in coordinating the services of educational institutions in Newfoundland. This problem was mentioned in a number of other provinces but the writer was asked not to make specific references to the institutions or provinces involved.

The fact that the Nova Scotia DOE claimed future responsibility for initiating community schools was significant since no other Provincial or Territorial DOE had taken that step. The matter of community workers was a tenuous point in Nova Scotia. Halifax School Board was suggesting that community school leaders be certified teachers while the DOE and the Department of Recreation were sponsoring their own community workers. The fact that some schools could offer courses free of charge also caused difficulties at the community level between school and recreation authorities.

The fact that the DOE in Yukon was bound by a ruling of the Territorial Council meant that all people of the Yukon were to be treated equally. This meant that the DOE could not offer "special" courses to any ethnic group since these courses could be

perceived as inferior to the regular program. Some native children were finding it difficult to cope with schooling as a result.

In summary, political conditions impinged in various ways upon relationships between DOEs and other organizations regarding community schools. DOEs were sometimes in a position between perceiving the need for greater community involvement in schools and the reluctance of some school authorities to share school facilities and resources with the community.

Economic Conditions

A general glance at the information in Table 6.6 reveals that DOES in various parts of Canada were particularly interested in moving some of the financial burden of community schools to other organizations. In Prince Edward Island, for example, the DOE suggested that community schools could possibly be financed through a grant scheme to groups actually using schools, by direct grants to individual community schools, or by grants to community schools from the Department of Agriculture. These were suggestions and there was no real solution to the problem of financing community schools in Prince Edward Island.

As indicated in Table 6.6, the Extension Department of Memorial University, Newfoundland was contributing some funds to local artists. The College of Trades and Technology in Newfoundland was hampered in its extension program, however, by budgetary restrictions.

Most School Boards sponsoring community schools in Nova Scotia were receiving grants from the Continuing Education Department of the DOE, although Boards continued to show concern for the extra costs involved in community schools.

Table 6.6

Economic Conditions Which Impinged Upon
Inter-Organizational Relationships
Regarding Community Schools

Province/Territory	Comments*
Newfoundland	** - Memorial University's Extension Department uses grants from DREE to develop community learning centres, and it provides grants for community artists. These programs need to be coordinated with existing programs, however. - The College of Trades and Technology is hampered in its development by lack of capital funds. The college has a very limited extension program because of budgetary restrictions.
Prince Edward Island	- There are three possible alternatives for financing community schools. (1) Grants to individual groups which use schools and the groups pay boards - the grants come from sponsoring government agencies. (2) Grants to community schools by various government departments. (3) Grants from Department of Agriculture to community schools. - There is presently no solution regarding which government department is responsible for funding many of the existing community service programs.
Nova Scotia	- The first community schools in Nova Scotia were funded entirely by School Boards. Later, through ARDA funds available to the Continuing Education Program of the DOE, most School Boards sponsoring community schools received small grants. - School Boards continue to be concerned about extra costs which community schools would bring. Municipalities contribute monies raised through taxes and through student fees to community schools.

Table 6.6 (continued)

Province/Territory	Comments*
New Brunswick	** - The Department of Youth, Culture and Recreation has channeled DREE and AROA funds to some Recreation Boards to pay for the use of school facilities. - "With the limited amount of public funds available, it is imperative that there be greater cooperation and coordination in developing community facilities to avoid duplication" (Ministerial Committee Report, 1973).¹ - Increased community use of school facilities will result in increased running and maintenance costs and there increased costs should not become the sole responsibility of the DOE.
Ontario	- The Ministry of Culture and Recreation provides a wide range of incentive grants and expertise which are available for local Recreation Departments. The Ministry of Culture and Recreation is also putting money into developing new programs, and it provides subsidies to meet basic recreational costs incurred by local Municipal Councils. It is up to the Board and Municipal Councils to cooperate and maximize the funds available through the Ministries of Education and Culture and Recreation.
Manitoba	- A number of schools have been taking advantage of joint-use agreements with the Parks and Recreation Branch of the City of Winnipeg to include community facilities in new school plants.

Table 6.6 (continued)

Province/Territory	Comments*
Alberta	** - Through its Regional Recreation Incentive or its Community School Incentive the Department of Recreation, Parks and Wildlife assists communities in meeting some costs associated with community school programming. - Currently schools may claim funds from the Department of Advanced Education and Manpower for non-credit programs which they offer adults. Courses must be approved by Local Further Education Councils and money is provided to agencies sponsoring courses. There is also money available to Local Further Education Councils for administration and joint advertising. The Department of Advanced Education and Manpower also provides funds to provide leadership to Local Further Education Councils. In many rural areas this has resulted in hiring a coordinator on a part-time basis. - The Department of Alberta Culture is funding various cultural activities which are designed to serve all age groups in Alberta.
British Columbia	- "The present distinction made between normal operating costs and community use costs for schools should be eliminated" and "the total costs of school plant operation should be classified as extraordinary expenditure and made eligible for provincial grants" (Broom Report, 1974).²

*Source of Comments: Category 'B' information

1

1973 "A Ministerial Committee Report on The Community Use of School Facilities in New Brunswick," Unpublished Report. Province of New Brunswick. June.

2

1974 "Leisure Services in British Columbia," Broom Report. Victoria, British Columbia: Queen's Printer. February.

Table 6.6 refers to the Ministerial Committee's report in New Brunswick stating the need for greater cooperation and coordination in developing community facilities in light of the limited funds available. The Department of Youth, Culture and Recreation was providing funds for local recreation authorities in specific areas of the province to rent some school facilities. It was also noted that the DOE in New Brunswick should not have to shoulder the responsibility of increased costs incurred through community use of schools.

In Ontario the Ministry of Culture and Recreation was making money available to local Recreation Departments for programming and the Department of Recreation, Parks and Wildlife was doing the same in Alberta. The Departments of Culture and Advanced Education and Manpower in Alberta was also channelling funds into communities to cover a portion of costs involved in community school programming.

Table 6.6 demonstrates that schools in Manitoba were able to include facilities for community use in their buildings by cooperating with local Parks and Recreation Boards. Finally in British Columbia, the Broom Report suggested that schools should isolate community use costs and that these costs be made eligible for provincial grants.

Review of Findings. Local School Boards in a number of cases were defraying extra costs involved in opening their schools for community use by cooperating with other local authorities, particularly Recreation Boards, in sharing community facilities.

There was also a fairly common belief that the DOE in any province or territory should not have to meet the extra costs incurred through community use of schools alone.

Demographic Conditions

A perusal of Table 6.7 indicates that a number of institutions in various parts of the country were providing a wide range of community services which may otherwise fall within the domain of community schools.

In Newfoundland, for example, the Extension Service of Memorial University and the Fisheries College were meeting some specific needs of Newfoundlanders, while in Alberta, Nova Scotia and New Brunswick, Provincial Recreation authorities were attending to the leisure and recreational needs of the people in those provinces. The Department of Culture in Alberta was also concerned with meeting the cultural needs of Albertans by concentrating its services in areas where people generally congregate.

Finally, Table 6.7 indicates that the Department of Continuing Education's Community Colleges were attending to the educational needs of Saskatchewan's adults.

Review of Findings. There were a number of institutions in various parts of the country providing quite specific services for the community and these institutions were perceived as providing services which should not be duplicated by community schools. The role of community schools in these instances should be confined to acting as referral agencies through which the various community agencies would be contacted for services.

Table 6.7

Demographic Conditions Which Impinged Upon
Inter-Organizational Relationships
Regarding Community Schools

Province/Territory	Comments*
Newfoundland	** - The Fisheries College Travelling School Instructors move up and down the coast instructing fishermen in various skills. - The Fisheries College brings fish plant workers and fishermen from all over the province into St. John's for courses ranging from 1 to 15 weeks in duration. A cross-fertilization of ideas takes place as fishermen and workers from isolated communities come together and share experiences. - The Extension Service of Memorial University is contributing to the job of serving as many Newfoundlanders as possible. In rural areas it is filling cultural, educational and developmental gaps caused by years of inadequate communications and service. Extension services are for adults only, however.
New Brunswick	- The Department of Youth, Culture and Recreation is concerned primarily with providing as many people as possible with recreational programs through Municipal Recreation Boards.
Nova Scotia	- The Department of Recreation stands ready to assist, in every way possible, those local authorities and agencies wishing to plan and develop school-community facilities and programs. The Department sees great potential and benefit in a joint committee of representatives from School Boards and recreation authorities setting down to discuss joint use of facilities. - More people can be served by maximizing the opening of schools to community use wherever possible. As people demand more services and as the numbers of people participating in community-oriented programs increase, it becomes necessary to utilize existing facilities.

Table 6.7 (continued)

Province/Territory	Comments*
Saskatchewan	** - Community colleges are regarded by the Department of Continuing Education as important vehicles service the educational needs of Saskatchewan's adults.
Alberta	- Demands for recreational and leisure activity programming by people in urban areas is putting a strain on the facilities and resources of local recreation authorities and the Department of Recreation, Parks and Wildlife perceives coordination and cooperation as critical in successfully meeting the needs of the community. - The Department of Alberta Culture wants to reach as many people as possible and it concentrates its services at larger regional and urban centres. It does not believe that schools are necessarily the best medium for reaching large numbers of people.

*Source of Comments: Category 'B' information

**Individual comments by study respondents

Increasing numbers of clientele also highlighted the need for coordination of existing services and maximising the use of all community facilities, including schools.

Ecological Conditions

In this section of the study, various organizations are considered in relation to their involvement in community schools. More specifically, the actions and philosophies of these organizations are discussed in light of the role they played in the community school arena.

Table 6.8 demonstrates, for example, that the College of Fisheries in Newfoundland preferred the development of community schools, using existing buildings and facilities, to building community colleges; CEGEPs in Quebec offered community education programs; the Department of Continuing Education in Saskatchewan decentralized continuing education for adults through community colleges; the Department of Continuing Education coordinated community schools in Nova Scotia; the Department of Recreation initiated a committee in Nova Scotia to investigate ways of increasing the use of schools by the community, and to investigate ways of using school buses more efficiently; the Department of Recreation in Nova Scotia also met with representatives from the Continuing Education branch of the DOE to discuss ways in which both Departments could coordinate efforts, and to identify additional areas for cooperative program development, and the DOE in Yukon cooperated with the Department of Social Services in training native people to assimilate into the stream of Canadian society.

Table 6.8

Ecological Conditions Which Impinged Upon
Inter-Organizational Relationships
Regarding Community Schools

Province/Territory	Comments*
Newfoundland	** - The College of Fisheries would rather see community schools developed, using existing building and facilities, than have new community colleges built.
Nova Scotia	- The government has developed policies for coordinating community schools. This is done by the Department of Continuing Education which cooperates with other government departments in delivering services at the community level. - The Department of Recreation initiated a committee to investigate the possibility of increasing the use of school facilities for recreational-educational programs, and to investigate the ways in which school owned buses could be utilized to a greater degree in community recreational-education programs, particularly, in rural areas. Members of the committee include representatives from (1) Nova Scotia Department of Education (2) the Recreation Committee of the Union of Nova Scotia Municipalities (3) Nova Scotia School Board Association (4) Nova Scotia Department of Recreation. - In conjunction with the above programs the Department of Recreation meets, on an on-going basis, with representatives from the Continuing Education branch of the DOE. The purpose of these meetings is to discuss ways and means in which both Departments can dovetail their programs and services, to ensure that Provincial Recreation-Education funds are utilized in the most effective manner, and to identify additional areas for cooperative program development.
Quebec	- Community education programs are provided through CEGEPs. The general goals of the colleges are "to increase the average amount of schooling, to give an education suited to the needs of contemporary society, and to coordinate post-secondary education.

Table 6.8 (continued)

Province/Territory	Comments*
Ontario	** - In 1972 a Super Ministry of the Ontario Government was developed, and the DOE is now included in the Social Development Policy Field. Also included in the Social Development Policy Field are the Ministries of Health, Colleges and Universities, Community and Social Services, and Culture and Recreation. All these Ministries are involved in community service of some kind and there have been some interministerial committees formed.
Saskatchewan	- The Department of Continuing Education set out to place community services in rural areas in order to "maximize opportunities for continuing education through a decentralization of formal adult learning opportunities and the organization of programs at a community and regional level to meet informal learning needs; and that colleges be developed on a regional basis with priority in development given to rural areas" (Report on Community Colleges, 1972).¹
Alberta	- City Parks and Recreation Departments are directly answerable to local governing authorities whereas School Boards are more under the control of the Provincial DOE. Facilities for community use may, therefore, be more appropriately controlled by local governing authorities. - In County administration the School Board is directly responsible to the County Council and local Recreation Boards are responsible to the same County Council. - The Alberta Departments of Education, Advanced Education and Manpower, Culture and Recreation, Parks and Wildlife perceived the need for government cooperation in developing policy on community schools and community education. As a result these departments hired an executive secretary to carry out their work, and they commissioned a study to investigate various aspects of community schools and community education.

Table 6.8 (continued)

Province/Territory	Comments*
British Columbia	** - The DOE in cooperation with other provincial government departments must: (a) "enunciate policies on cooperative construction, maintenance, and operation of educational facilities; and (b) draw up and widely distribute a publication containing information and examples of dual provision of facilities" (Broom Report, 1974).² - "The criteria set by the Minister of Education for approval of school designs should be changed to reflect the aims and objectives of community education, and be based on the accommodation of a wide range of community services and programs" (Broom Report, 1974).
Yukon	- The DOE cooperates with individuals from the Department of Social Services in providing basic courses for native people in living in modern homes, using appliances, etc., and other skills needed to assimilate into the stream of Canadian society.
Northwest Territories	- There are really no problems in the Northwest Territories for sharing facilities because towns are not very large and usually the school with all its facilities is the biggest building. The Commissioner of the Northwest Territories encourages maximum community use of all facilities.

*Source of Comments: Category 'B' information

**Individual comments by study respondents

1

1972 "Community Colleges," Report of The Minister's Advisory Committee. Province of Saskatchewan: Department of Continuing Education.

2

"Leisure Services in British Columbia," Broom Report. Victoria: British Columbia. Queen's Printer. February.

Table 6.8 also shows that there were really no problems in sharing facilities in the Northwest Territories since communities were generally quite small and schools were often the largest buildings in many communities. In British Columbia, however, the Broom Report highlighted the need for designing schools for extensive community use.

As indicated in Table 6.8, the Ontario DOE was included in the Government's Super Ministry under the Social Development Policy Field. The potential of the Super Ministry was that the DOE could plan community services with other Ministries in the Social Development Policy Field.

Ecological conditions also worked in other ways. Table 6.8 demonstrates that in Alberta School Boards were perceived as arms of the DOE whereas Recreation Boards were seen as arms of City Councils. This information is presented diagrammatically in Figure 6.1. The City Parks and Recreation Department was answerable to the Parks and Recreation Advisory Board and City Council, the local autonomous government. Furthermore, the Alberta Government Department of Recreation, Parks and Wildlife funded City Parks and Recreation Departments *through* City Council and the local Recreation Advisory Boards. In this manner the City Parks and Recreation Departments were seen as more directly involved in the community than School Boards. School Boards were perceived as arms of the DOE and not necessarily as responsible to the local community as City Parks and Recreation Departments (Category 'B' information).

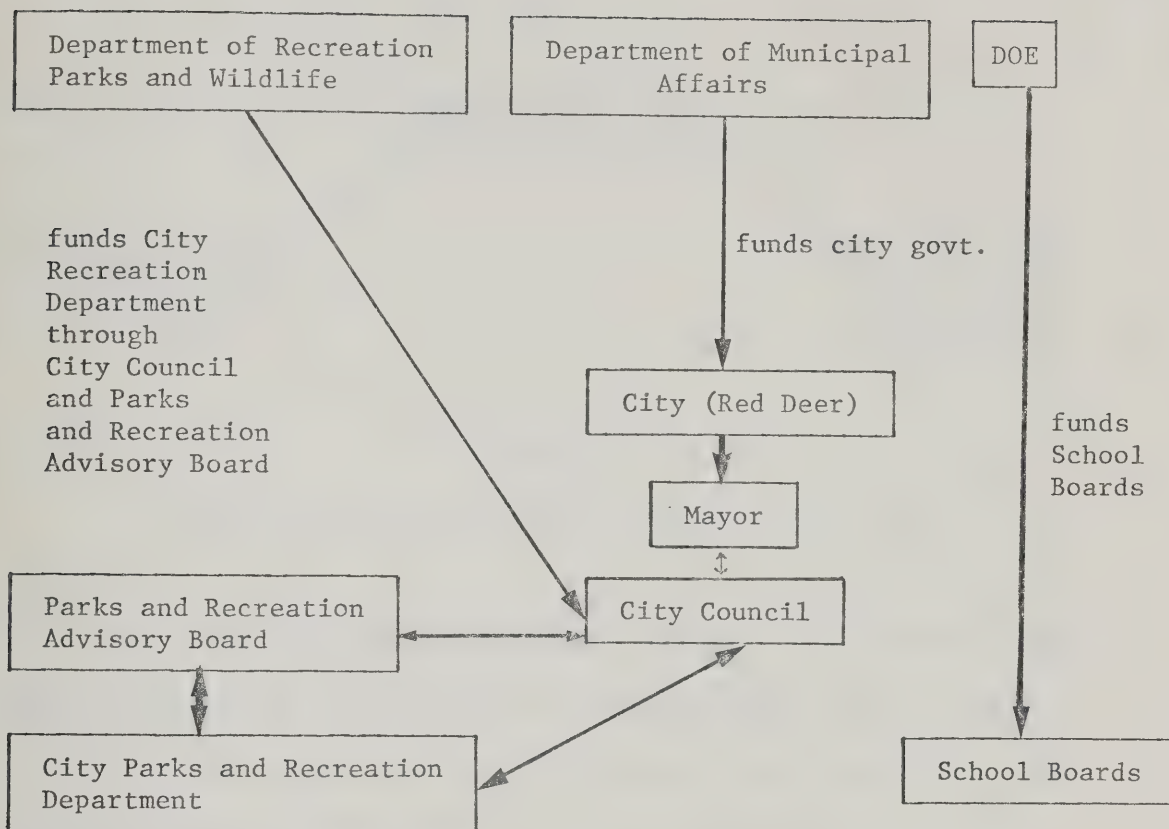


Figure 6.1

Ecological Conditions Impinging Upon
Inter-Governmental Relations:
An Example in Alberta

Figure 6.2, however, indicates that the situation presented in Figure 6.1 is not true in the case of County Government in Alberta.

The County Council indicated in Figure 6.2 consists of 5 to 9 members and through its School and Municipal Committees it carries out school and municipal functions. The County Council replaces School Division Boards and Municipal District Councils. The School Committee exercises the authority of local School Boards and the Municipal Committee exercises the authority of a Municipal Council.

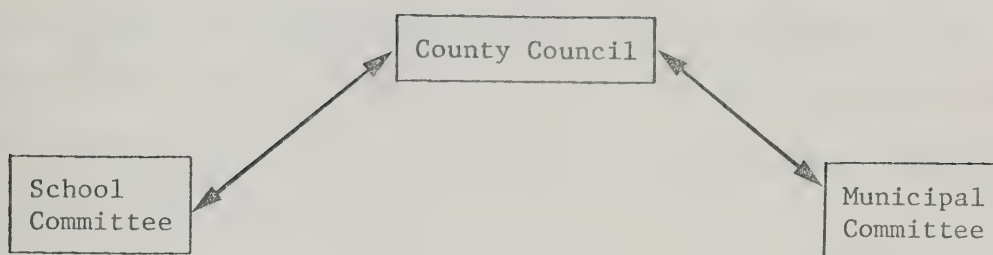


Figure 6.2

An Example of County Administration in Alberta

All committees have equal status and none has priority. Each committee submits an annual budget to County Council and the budget is passed by the entire council. In this way local authorities such as School Boards and Recreation Boards are responsible to a County system of government (Category 'B' information).

Review of Findings. The information contained in Table 6.3 demonstrates the many ways in which the activities and philosophies of various organizations and institutions impinged upon DOEs in relation to community schools.

The Fisheries College in Newfoundland was supportive of the community school idea and in Quebec, Saskatchewan and Nova Scotia, various Government Departments and institutions were sponsoring community education programs or community schools. The Yukon DOE was cooperating with at least one other Government Department in providing social service programs and a government structure in Ontario was established which could facilitate inter-ministerial cooperation in community services.

The Broom Report in British Columbia alluded to the need for greater inter-departmental coordination in designing schools for community use, while the Northwest Territories DOE reported a great deal of cooperation and coordination of effort involving community service in that part of Canada.

Finally, the different perceptions of local government structures by officials of the Alberta Government demonstrates the need for greater communication at the Departmental level in that province. However, the Alberta Government had established an Inter-Departmental Committee to facilitate communication regarding community services, and, therefore, the probability of more efficient community services occurring in Alberta was quite high.

Cultural Conditions

Cultural conditions did not seem to impinge as noticeably upon inter-organizational relationships as some of the other general environmental conditions discussed in the preceding parts of this chapter.

As indicated in Table 6.9, however, the increasing numbers of people taking adult education courses in Newfoundland made inter-organizational coordination paramount. A different problem was noted in New Brunswick, where people living outside city taxation zones were placing an additional strain upon cities attempting to provide services and facilities for urban dwellers. This factor also made inter-organizational sharing of facilities an important issue.

In Ontario the DOE and the Ministry of Culture and Recreation were attempting to compliment each other's efforts in working with the

Table 6.9

Cultural Conditions Which Impinged Upon
Inter-Organizational Relationships
Regarding Community Schools

Province/Territory	Comments*
Newfoundland	** - There have been significant increases in the number of adult courses offered and the numbers of people taking them. The increased demand by people for courses must be recognized and met, and this calls for maximum utilization of instructional and physical resources, teachers and classrooms.
Nova Scotia	- Use of schools became a primary issue with community groups lobbying School Boards to gain access to schools. The development of consolidated schools caused a void of facilities in many areas of the province and some small communities suffered from the loss of their only gathering places.
New Brunswick	- Suburbanization is a major problem for City Councils. People are living outside taxation zones and expect to use municipal facilities and programs while urban dwellers have to pay for these services and facilities. Municipalities cannot carry this problem and they must get cooperation from other government departments and local organizations in funding and in a greater sharing of facilities. - Many communities are getting new schools and people want to use this opportunity to include other community services in the school buildings.
Ontario	- The Ministry of Culture and Recreation is working with community groups in providing various ethnic communities with social services. - The DOE assists ethnic groups through its schools and also uses this as a learning experience for all school age children and youth.

Table 6.9 (continued)

Province/Territory	Comments*
Manitoba	** - Regarding the DOE's attempt to increase social services through schools, there is the problem of the attitude of the public in general, which has been accustomed to the schools as a place where children are taught academic skills and facts for later entry into the "real world." There are many teachers who tend to share the same attitude.
Alberta	- People express a need and demand for better leisure and recreational programs and facilities through their local governments. People also object to paying taxes when existing facilities are not being used to a maximum. These concerns reach the Department of Recreation, Parks and Wildlife which responds by attempting to coordinate the efforts of existing community service agencies and by providing expertise and programs where they are needed. - Societal needs regarding education are changing and there is also a demand for more effective and efficient use of school facilities. The Department of Advanced Education and Manpower believes there is a real need for greater cooperation between all community service organizations and provincial and government agencies.

*Source of Comments: Category 'B' information

**Individual comments by study respondents

many ethnic groups of Ontario. A different emphasis was noted in Manitoba where the DOE believed that people were not accustomed to the school as a "social service agency" and the public, including many teachers, still tended to view schools as places where only academic skills were imparted.

Finally, Table 6.9 shows that societal needs in Alberta were important concerns of the Departments of Recreation, Parks and Wildlife and Advanced Education and Manpower.

Review of Findings. Probably the single most important point to come out of this section of the study was the fact that increasing societal demands for more social services, particularly educational and leisure services, placed an increased onus upon Governments generally, to coordinate their various Departments' activities, and for these Departments to facilitate similar coordination at the community level.

III. SUMMARY

In this chapter the specific environmental conditions were described as they impinged upon DOEs in each Province/Territory in Canada with respect to community schools. In addition the general environmental conditions were described as they impinged upon relationships between the DOE in each Province/Territory and other organizations which also shared an interest in community schools.

DOEs in all parts of Canada except Yukon were in contact with School Boards regarding community schools. There were no School Boards in Yukon and the DOE in that Territory was in direct contact with individual schools.

Government Departments of Recreation were in contact with DOEs in six provinces and one territory regarding community schools. Departments of Culture and Departments of Social Services also registered high frequencies of contact with DOEs in Canada regarding community schools.

It was also noted in this chapter that the specific environment of some DOEs was congruent with data in the previous chapter dealing with the degree of involvement DOEs reportedly had in facilitating community school development at the local level.

Technological conditions impinged in many ways upon inter-organizational relationships, especially since organizations in a number of provinces had developed, or facilitated the development, of numerous community service programs. DOEs seemed generally aware of these developments and it appeared that a greater concentration on coordinating effort to avoid duplication of services was needed in some areas of Canada.

The recommendations of various research projects had an impact in at least three provinces regarding legislative changes and their impingement upon inter-organizational relationships regarding community schools. The jurisdictions of various organizations in providing or sponsoring community services was another interesting point in relation to community school development in some areas. Once again community and government coordination of effort was emphasized.

The political arena was quite noticeable in the present chapter. School authorities, for example, were reticent to accept community involvement in schools in particular instances, and "empire

building" was mentioned a number of times as an obstacle to inter-organizational cooperation. The difficulties involved in coordinating the efforts of community workers and local community agencies were also manifested as political conditions impinging upon inter-departmental relationships regarding community schools.

Budgetary restrictions often represented a source of difficulty for government and other organizations in funding community schools. Local authorities could defray costs, however, by sharing facilities and by working together in community school programming.

Demographic conditions impinged upon inter-organizational relationships in the form of different organizations offering recreational and educational services. The function of community schools in these cases should have been to act as referral agencies rather than duplicate services already offered.

Ecological conditions impinged upon inter-organizational relationships in numerous ways. Many institutions and organizations in Canada had definite philosophies regarding community education programming and community school activities. These philosophies were important considerations for DOEs as they considered their role in facilitating community school development. The activities and philosophies of community agencies also had important implications for inter-organizational relationships regarding community schools.

The cultural and social milieu of Canada impinged upon inter-organizational relationships in some instances. The demand for more educational services, for example, made coordination and cooperation between educational institutions important. The trend of Canadian cities towards suburbanization also placed a strain upon local

authorities to provide adequate recreational and leisure services which were demanded. Canada's multi-culturalism also necessitated inter-organizational cooperation in attempting to meet the diverse needs of people of different ethnic origins.

Chapter 7

ISSUES ARISING FROM THE STUDY FINDINGS AND COMMUNITY EDUCATION ORIENTED LITERATURE

The purposes of this chapter are twofold; 1) To review the study findings juxtaposed with community education literature and provide a critique of the conceptual framework, and 2) To present a definition of community education conceived from the study findings.

I. THE STUDY FINDINGS RELATED TO SELECTED LITERATURE

The Components of Community Education

Information related specifically to Minzey's (1974) components of community education is contained in Chapter 4. In reference to these components Minzey (1974) states that "community education is a concept composed of various elements" and that "there is no one plan of development which is appropriate for all communities."

The data presented in Chapter 4 reflect that community education in Canada is developing in a unique way, without an emphasis on all of the components mentioned by Minzey. In reviewing respondents' perceptions of the importance of 40 characteristics of community education and community schools, for example it is evident that items included within components #2 and #4 were considered the most important characteristics of definitions of community education and community schools. In other words, items related to the joint use of school and community facilities (component #2) and the provision of various activities for

adults (component #4) were extremely important characteristics of the study respondents' understanding of community education and community schools in Canada's provinces and territories.

When presented as components of community education and community schools the data indicate that in the majority of provinces and territories, the joint use of school and community facilities (component #2) was the most important aspect of community education and community schools. There was considerably more agreement, however, regarding the importance of specific components of community education on a provincial and territorial basis, than there was regarding the importance of components of community schools. These data support Minzey's belief that there are many elements included within the community education concept and that the development of these elements differs regionally.

Minzey (1974) emphasizes the point that "community education occurs in stages and to have only one aspect of community education is appropriate when this effort represents the first steps in community education." He adds that "the ultimate goal is to achieve the total concept by maximum development of all of the components."

Although the information contained in Chapter 4 reflects a development of some of the aspects of community education which Minzey mentions, it is impossible to extrapolate whether the ultimate goal of Canada's provinces and territories was to achieve the total concept of community education by maximum development of all the components. It is also difficult to ascertain from the data whether the current developments represent initial efforts towards achieving community education as outlined by Minzey. The information in Chapter 4 does indicate, however,

that community education was perceived to be in various stages of development in Canada's province and territories. This was especially true in relation to community school developments.

Minzey (1974) proposes that community education developments in a school district can be represented on a profile. This profile is demonstrated in Figure 7.1.

Even without subscribing to community education, a school district might look like Figure 7.1 in respect to the components of community education (Minzey, 1974). Minzey (1974) adds that "while the profile has been described as typical, it is possible that many communities will vary extensively from the profile presented" - in Figure 7.1.

The hypothetical profile shown in Figure 7.1 was constructed in terms of what school districts *might be doing* regarding each component of community education. The profiles in Chapter 4 of the study were constructed according to the percentage of respondents who believed each component was 'extremely important' in relation to their understanding of community education and community schools. A direct comparison with Minzey's profile is not possible although some generalized observations can be made.

The profiles (Figures 4.1 to 4.13) in Chapter 4 reflect great differences in individual perceptions of the importance of each component of community education and community schools. They also highlight trends for the various geographical areas of Canada, in terms of the different emphasis placed upon each component of community education. Generally the profiles do not conform to Minzey's suggested norm but rather reflect the diverse developments which can be expected in community education.

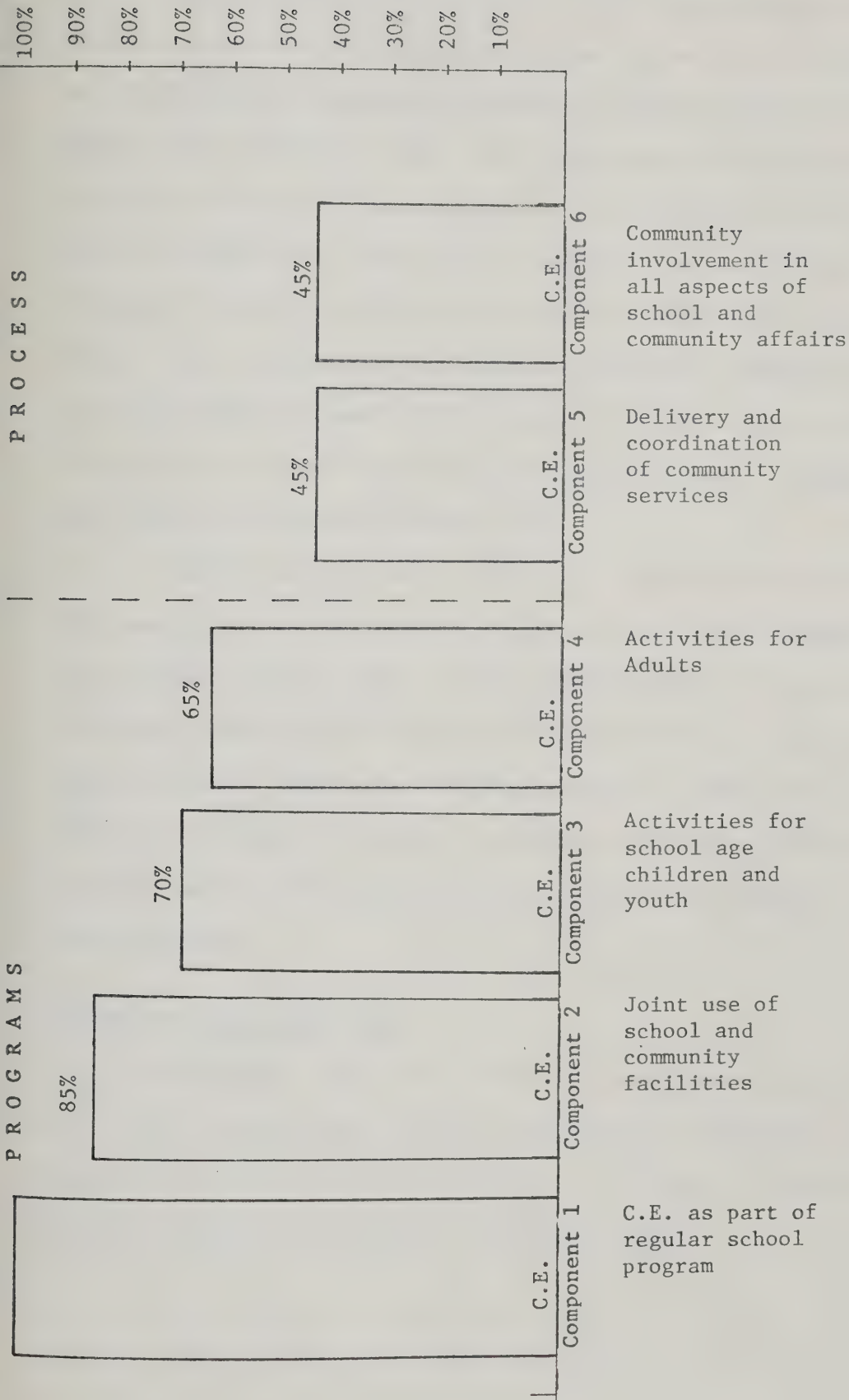


Figure 7.1
Community Education Components in a Typical Community
(Minzey, 1974:60)

Minzey (1974) also states that "all communities have all dimensions of community education to some degree in their communities." On a provincial and territorial basis the data in Chapter 4 do not support this statement. This lack of agreement between the study findings and Minzey's statement may be due in part to the fact that Minzey's profile was constructed to describe school districts, while the present study has endeavored to describe much larger geographical areas. Since respondents were generally government officials for these large geographical areas, their distance from the community may account for their lack of specific information on dimensions of community education which may be in embryo form.

Finally, Minzey (1974) claims that community education development usually moves from programs to process and that "blockages" can occur between the two stages. This phenomenon was not investigated in the present study since it was considered essential to first discover whether Minzey's components actually existed in Canada. The profiles presented in Chapter 4 indicate that this decision was prudent since some components were not identified in a number of Canadian provinces and territories.

The Environmental Conditions

In Chapters 5 and 6 the information was presented according to Hall's (1972) general and specific environmental conditions. The following discussion is presented within the context of the seven general environmental conditions nominated by Hall.

Technological conditions. The writings of Totten (1972), Minzey (1972) and Kerensky (1972) were singled out in Chapter 2 of the study since they seemed to adequately describe community education as it existed in America. When comparing these writings, particularly the ideas of Minzey and Kerensky, with the findings presented in Chapter 5 of the study it is difficult to find any similarities. The perceptions of the study respondents regarding community education as a new technology tended to be specific and were *generally* related to programming in schools. The literature, on the other hand, presented a wide spectrum of activities, actions and philosophies regarding the community education concept.

It is interesting to note the diverse opinions of writers concerning community schools in America. In Chapter 2 it was noted that Le Tarte and Minzey (1971) point out several differences between a neighbourhood school and a community school. Minzey (1972) proceeds to elaborate upon the characteristics of a community school and it is suggested that a number of contemporary educators and educational critics may not concur with Minzey. Seay (1974) questions the pivotal role of the community school in the neighbourhood, which is suggested by Minzey (1972) and Totten (1972).

The study data present an equally diverse description of community schools in Canada. For instance a perusal of study respondents' opinions of community schools as new technologies in Canada suggests that Seay's reservations would be well founded in various parts of Canada. Perceptions of the community school in Canada range from community development agencies, public forums, utilizing existing

community resources and becoming more responsive to community needs, to being a community school simply because the school *is in* the community. These descriptions do not appear to identify the school as *the* agency available to the community. Rather, the school in Canada was generally perceived as *one of the alternative* agencies available.

A switch in emphasis is taken at this point to consider Melby's (1972) contention that community education as a new technology conflicts with two basic assumptions regarding educational administration. Fundamentally, Melby claims that 1) all planning and decisions within an organization are carried out by administrators with subordinates following orders, and 2) that there is in fact one right way of doing things. Given Melby's contentions, and given the wide range of organizations involved in community activities, ('Organization Set' - Chapter 6) there is a great possibility that rivalry between organizations regarding methods and philosophies are prone to develop, leaving the community with confused and fragmented loyalties. This would be particularly true in instances where organizations offering community services were prone to specify the nature of their programs without prior consultation with community representatives. A number of respondents observed, however, that their government departments were attempting to respond to local needs rather than prescribe courses of action.

Another shift in emphasis is taken to examine Moore's (1972) suggestions regarding various administrative structures related to community education. Moore states that a school district could: 1) totally accept the community education concept and include it in departmental policy; 2) bifurcate its organizational structure with one

section taking charge of the regular school program and the other administering district wide programs designed to meet community needs, or 3) combine the first two alternatives. He adds that the first alternate demonstrates the greatest commitment to community education and that the third alternative represents the lowest commitment. It seems reasonable to equate the organizational patterns adopted by the DOEs in Newfoundland, Nova Scotia, Ontario and Manitoba (detailed in Chapter 5) with the third alternative suggested by Moore. In these cases the central administrator (the Deputy Minister of Education) was primarily responsible for regular schooling and specialized personnel at regional centres (e.g. Ontario's Community Schools Section of the DOE and the Education Officers in the nine Regional Offices of Education) were responsible for facilitating community school developments. It is suggested that the Northwest Territories DOE was closely aligned to Moore's first alternative since its aim was to convert all its schools to community schools by 1980.

Legal conditions. Many points made in the literature concerning this environmental condition are strongly supported by study respondents. In the United States Hiemstra (1972), Anderson (1972), Reigle (1972) and Eyster (1971) agree that particular state and Federal legislation has greatly enhanced community education developments in that country. Respondents in a number of Canadian provinces and territories also noted the legislative changes that had been made to facilitate increased community use of schools in their particular province and territory. The legislative changes that were made in Canada, however, were in relation to local agencies such as Recreation Boards and School Boards. In the United States legislation tended to involve state and Federal authorities in community education.

The suggestion by Esyter (1971) that the school should be the sole agency legally responsible for community education was generally not upheld by Canadian respondents in the study.

Political conditions. The findings presented in Chapter 5 and 6 of the study tend to confirm the opinions of Minzey (1974) regarding resistance by certain groups and institutions to community education. For example, some respondents claimed that various government departments or ministries were struggling to achieve an "identity of their own" and that they were unwilling to cooperate with other departments in coordinating community social services. The problem of competing for dollars, mentioned by Minzey (1974), was also noted in some instances by study respondents. This problem took the form of government departments seemingly "competing for clientele" by offering large sums of money in the form of grants to communities.

In other cases respondents claimed that local authorities were either jealous of their jurisdictions or they were somewhat wary of community involvement in their professions. "Empire building" was another criticism some respondents had of institutions involved in community education affairs while a number of professions in at least one province, resented community schools encroaching upon their domains. These latter points concur to a limited degree with the writings of two Canadians, Malpass (1975) and Hodgson (1972) who allude to some of the politics of community involvement in local affairs.

Economic conditions. There were some differing viewpoints in the literature regarding the funding of community education programs and community schools. Pappadakis (1972) and Riegle (1974) concede

that there are some additional financial commitments involved with community schools while Ramsey (1974) claims that with careful planning community schools can operate without additional funds. The Northwest Territories DOE experience with community schools supported Ramsey's claim and some respondents from Manitoba claimed rural community schools in that province were also saving the community in overall social service costs. However, the majority of respondents for the study believed economic factors restricted government intervention in community education endeavours. Local authorities in some cases were defraying extra costs incurred through community school activities by making more efficient use of existing community facilities.

Study respondents did not appear to believe that all community education funds should be channelled through DOEs in the manner suggested by Kerensky (1974).

Demographic conditions. The trend towards heavily populated cities mentioned by Minzey (1972) was not perceived by respondents in the study as a condition related to community education developments in Canada. Demographic conditions did precipitate the development of many tertiary educational institutions in Canada. In addition, the efforts of many agencies to provide various social services were perceived partly as a response to serving more people in the community.

Ecological conditions. Hall (1972) includes all organizations and agencies with which a particular organization has contacts in his description of an organization's social ecology. In Chapter 6 of the study there are many agencies and organization's noted

that were considered part of provincial and territorial DOE's social ecology. As parts of a particular DOE's ecology the attitudes and philosophies of these organizations were of particular importance in relation to community school developments.

Logsdon (1972) and Gordon et al (1972) call for cooperation among all organizations and agencies which are involved in meeting community needs. In this regard DOEs in a number of provinces and territories were encouraging School Boards to participate with other local authorities in joint planning, building and use of multi-purpose community facilities.

Cultural conditions. The findings of the present study did not indicate that the citizen oriented action noted in America (Deshler, 1972), was quite so prevalent in Canada. However, Canada's multi-cultural nature was placing demands upon government departments regarding greater coordination of services. More specifically, some departments, including DOEs, were attempting to build their services around cultural and social idiosyncracies.

It was interesting to note that some study respondents, particularly DOE personnel, expressed frustration with what they perceived as some School Boards' refusal to allow even community use of schools.

As noted in Chapter 2, it is fairly important that personnel in upper government echelons understand the 'open-door,' 'closed-door' and 'balance theory' positions explained by Litwak and Meyer (1974). For it is quite probable that School Boards will adopt one

of these alternative positions regarding school-community relations. Once the stance of a particular School Board is understood there should be a greater chance of improving school-community relations and facilitating the development of the community education concept in the particular School Board's area.

II. A CRITIQUE OF THE CONCEPTUAL FRAMEWORK

Before discussing the merits or disadvantages of the particular organizational theory framework selected for the study, it may be useful to examine some of the premises associated with the study tasks.

The most basic presumption of the study was that community education and community schools, as described and defined in American literature, existed as similar concepts in Canada. It was anticipated for example, that if community education and community schools developed in a manner similar to their development in America; they would ultimately come to the attention of provincial and territorial DOEs, and in time, would either conflict with or compliment the activities of other provincial and territorial government departments.

Another important consideration concerned the position of School Boards and individual school administrators. Since American community schools were charged with being *the* agencies to implement the community education concept, it was considered essential in the study to examine DOE attitudes regarding this extended role of schools in Canada.

With these points in mind it was decided to document the attitudes of DOEs in each province and territory regarding community education and to outline the ways in which DOEs responded to community education in Canada.

Research concerning organizations, however, indicates that they do not act in isolation but that they often respond to environmental stimuli. Therefore, to come to any understanding of the outcomes of organizational behaviour, one must examine the organization's environment. Accordingly, the general and specific environmental conditions described by Hall (1972) were selected to form an overall framework for the study.

The General Environment

The interesting point about general environmental conditions was that in some cases they inhibited DOE involvement in community education, and in others they appeared to galvanize DOEs into action. The "inhibitors" were the legal, political and economic conditions while the "stimulants" were the demographic, ecological and cultural conditions. Technological conditions as described in the study, were generally "neutral." Most study respondents associated community education with community schools and since School Boards were legally responsible for all affairs involving schools in Canada, this legal condition restricted DOE involvement in community schools. DOEs did pass legislation facilitating community school development, however.

Politically most DOEs were concerned that the community school concept was the safe horse to back and of course economic conditions placed real restrictions upon DOE involvement in community schools.

The increasing numbers of Canadians of all social strata who were availing themselves of various community school oriented activities (demographic conditions), the duplication of community facilities, including schools laying idle (ecological conditions), and the multi-cultural needs of many communities were all conditions which tended to stimulate DOEs to facilitate community school developments.

Technological conditions provided a basis in the study for investigating organizational changes DOEs may have made to facilitate community school developments and for checking respondents' opinions regarding the history of community education in Canada.

The Specific Environment

Within this facet of the framework the number of organizations that were in contact with DOEs regarding community schools was investigated. The general environmental conditions were also considered in light of the inter-organizational relationships. By investigating the presence of the general environmental conditions in inter-organizational relationships a different perspective was revealed. The inhibiting - stimulating dichotomy was not as noticeable although both phenomena were obviously present. For example, one facet of the general environment - political condition - could inhibit DOE involvement in one province and stimulate it in another. This was fairly typical of all the general environmental conditions as they impinged upon inter-organizational relationships.

Recommendations for Further Use of
the Organizational Theory
Framework

This framework proved extremely valuable in the descriptive survey role of the present study. It facilitated the orderly collection of a great amount of useful information and was invaluable in providing a background for describing and presenting the data. One of the major restrictions of the study, however, was the fact that each environmental condition was studied separately. This proved frustrating at times as it was obvious that the effect of one condition was due largely to the action of another condition. Probably the most noticeable way in which the general environmental conditions were interacting was the point at which DOEs were being moved by demographic and cultural conditions to become more involved in community schools and at the same time being restricted by legal, economic and political conditions.

Hall (1972) stresses this fact and admits it is not possible, given the current research results, to predict the relative strength and direction of the influence of each condition. He adds:

The importance of the various environmental conditions varies over time. A condition that is important at one period may become insignificant at another (Hall, 1972:298).

This is not to suggest a weakness in the organizational theory framework. Rather it is recommended that the same framework be used again to investigate a large organization, the major objective being to document the inter-relationships of the seven general environmental conditions.

In summary Hall's environmental conditions constituted an extremely effective framework for the study and the future potential of the framework is seen as most positive.

The Components of Community Education

There was a considerable amount of literature available in the field of community education, although very little was specifically Canadian oriented. Furthermore, much of the American literature seemed to be anecdotal and lacking in empirical support. This promoted ambiguity in the definitions and descriptions of community education in the United States.

One writer who attempted to clarify such ambiguity was Jack Minzey. In a special article published in the May/June issue of the Community Education Journal, Minzey (1974) proposed that community education could best be understood in terms of its constituent parts. He named these parts components and listed a total of six components of community education. Minzey's components were used in the present study in an attempt to categorize various characteristics of community education and to determine whether these characteristics were at all important to selected Canadian respondents. The components were also used to classify a number of community school characteristics in an attempt to determine their importance to Canadian community schools.

The components were useful for two reasons. First, they provided a means of presenting to selected Canadian respondents a variety of characteristics of community education and community schools. This gave the respondents the opportunity to build their own unique

description of community education and community schools. It also provided information from which a profile could be constructed indicating the degree of development of community education and community schools in each Canadian province and territory.

The second benefit of the components framework was that it demonstrated areas of priority regarding community education and community schools in Canada. For example, the information obtained in the study highlighted one component (joint use of school and community facilities) more than others and suggested that community education and community schools were of a different character in Canada than they were in America. Because these differences were identified and since the characteristics of community education and community schools included within the components framework were taken from American research and writings, it seems logical to suggest that Canadians should identify their own needs and base community education philosophies accordingly, so that the activities of community schools reflect the individuality of the communities in Canada they serve.

Finally, it is suggested that community education and community schools be defined according to Canadian needs and that a set of descriptors for both concepts be constructed. These descriptors should be derived from Canadian research and constantly tested for relevance and accuracy.

In summary, the components of community education provided a useful guide in conducting the study. It was evident from the research findings, however, that the components did not accurately reflect community education and community schools in Canada. It was also evident that priorities concerning community education and community

school characteristics differed considerably between Canada and the United States. It is suggested, therefore, that a component type frame-work based on Canadian characteristics be constructed and tested in various parts of the country.

III. A SUGGESTED ROLE FOR COMMUNITY EDUCATION IN CANADA

This section presents a definition of community education which, *based upon the overall findings of the present study*, may be acceptable in Canada. Along with the definition are included a number of conditions which need to be considered as integral components of the definition. The definition and conditions will be defended in Chapter 8 of the study.

An Evolved Definition of Community Education

In light of the numerous community education definitions in the literature, and particularly with respect to the findings of the present study, community education is defined as; *Citizen involvement in identifying and choosing alternative courses of action regarding all aspects of neighbourhood life.*

In this definition, neighbourhood means; "the people living near one another in a geographical area which has predetermined or naturally distinguishing features," and community means; "a unified body of people having common interests or characteristics and living within a larger society." In other words, a neighbourhood is determined by arbitrary geographical boundaries. A community, however, consists of people sharing *common* interests and values, but not necessarily living in the same geographical area, or neighbourhood. The distinction

between 'neighbourhood' and 'community' is critical to the definition proposed because community lines could cross neighbourhood boundaries but the converse is not possible. This implies that some members of citizen A's community may be living in his own neighbourhood (neighbourhood *Alpha*), while others may be living in neighbourhoods *Beta* and *Charlie*. All are members of citizen A's 'community', however, and furthermore, citizen A could belong to more than one community. On the other hand, citizens can only belong to one neighbourhood and the boundaries of that neighbourhood are specified for them by certain criteria.

The definition of community education includes the following conditions, given in descending order of importance.

Condition #1. *Provincial and territorial governments will accept the definition and its implications.*

The definition requires that elected government officials and government bureaucrats accept the fact that citizens can and wish to control their own neighbourhood affairs. The "government knows best" attitude is antithetical to the common interest or 'neighbourhood' facet of community education.

Condition #2. *Local governing authorities will accept the definition of community education.*

Such local authorities as Municipalities, City Governments, School Boards, Recreation Boards, must also accept neighbourhood decisions. These local authorities should also act as watch dogs for neighbourhoods by assisting Neighbourhood Councils to coordinate available community and neighbourhood facilities and resources.

Condition #3. *A Neighbourhood Council and a Neighbourhood Director represent communities and provide the neighbourhood interface with City and County Governments.*

All community needs could be expressed through a Neighbourhood Council. The Director of the Neighbourhood Council works to provide services the communities need without duplicating existing services. He also coordinates the use of existing neighbourhood resources and facilities.

Condition #4. *All neighbourhood facilities, including schools, are used to their maximum potential.*

Multi-purpose facilities in neighbourhoods seem to be viable and necessary trends. It is also apparent that any one agency (e.g. the neighbourhood school) cannot possibly coordinate all the social services in a particular neighbourhood. The neighbourhood school is one of the referral agencies through which communities can articulate their needs.

Condition #5. *The neighbourhood school is one of the mechanisms through which neighbourhood and community needs are expressed.*

The neighbourhood school is concerned with instruction in the K-12 area only. In providing this instruction, however, individual members of various communities within the neighbourhood are called upon for their input into the school. This practice facilitates education by the community, in addition to education of the community. Further-

more, community needs related to the education of school age children and youth could be expressed through the neighbourhood school.

Condition #6. *The educational and vocational training needs of adults fall outside the jurisdiction of the neighbourhood school.*

While the educational and vocational needs of adults are recognized as extremely important, they should not become the responsibility of the neighbourhood school. *However*, the neighbourhood school could be a vehicle through which adult needs are expressed and it could be a facility in which some of these needs are met. Both these operations must be separate from the primary mandate of the neighbourhood school, however, and they must be conducted by personnel and institutions separate from those involved in the K-12 program.

Condition #7. *The recreational and leisure services of all citizens within the neighbourhood fall outside the jurisdiction of the neighbourhood school.*

Every attempt should be made to provide recreational and leisure services which allow families and communities to participate together. The responsibility for providing these services should not fall upon personnel involved in the neighbourhood school activities.

Condition #8. *The neighbourhood decides upon what other social services it needs.*

The neighbourhood decides upon the nature and kind of other social services it needs. These social services could include Health and Welfare Services, Public Facilities (e.g. parks, recreation areas, neighbourhood planning of schools, roads, public transport), Cultural Activities, etc.

The Organization of Community Education in Canada

In presenting an organizational structure for community education it is important to recapitulate that all levels of government must accept the definition of community education and its attendant suppositions.

Figure 7.2 demonstrates a simplified structure of community education in any Canadian province or territory. The Figure shows the provincial or territorial government, the various departments or ministries and a Social Services Committee. The Social Services Committee proposed in Figure 7.2 is analagous to the Ontario Governments' Super Ministry, particularly the Social Development Policy Field (mentioned in Appendix J). The Alberta Government's Inter-Departmental Community School Committee could also be considered as an example of the proposed Social Services Committee.

The Social Services Committee would consist of Deputy Miniters and Senior Executives of the Social Service Departments or Ministries of any provincial or territorial government. The Committee would have a Chairman from one of the departments/ministries represented and the position of Chairman would rotate each year. The Committee would meet on a regular and frequent schedule and at each meeting individual departments/ministries would be required to outline whatever community service programs they were currently sponsoring.

At the local government level, Figure 7.2 indicates that a Neighbourhood Council Director would have direct access to City or County Government. The Director would also maintain contact with such

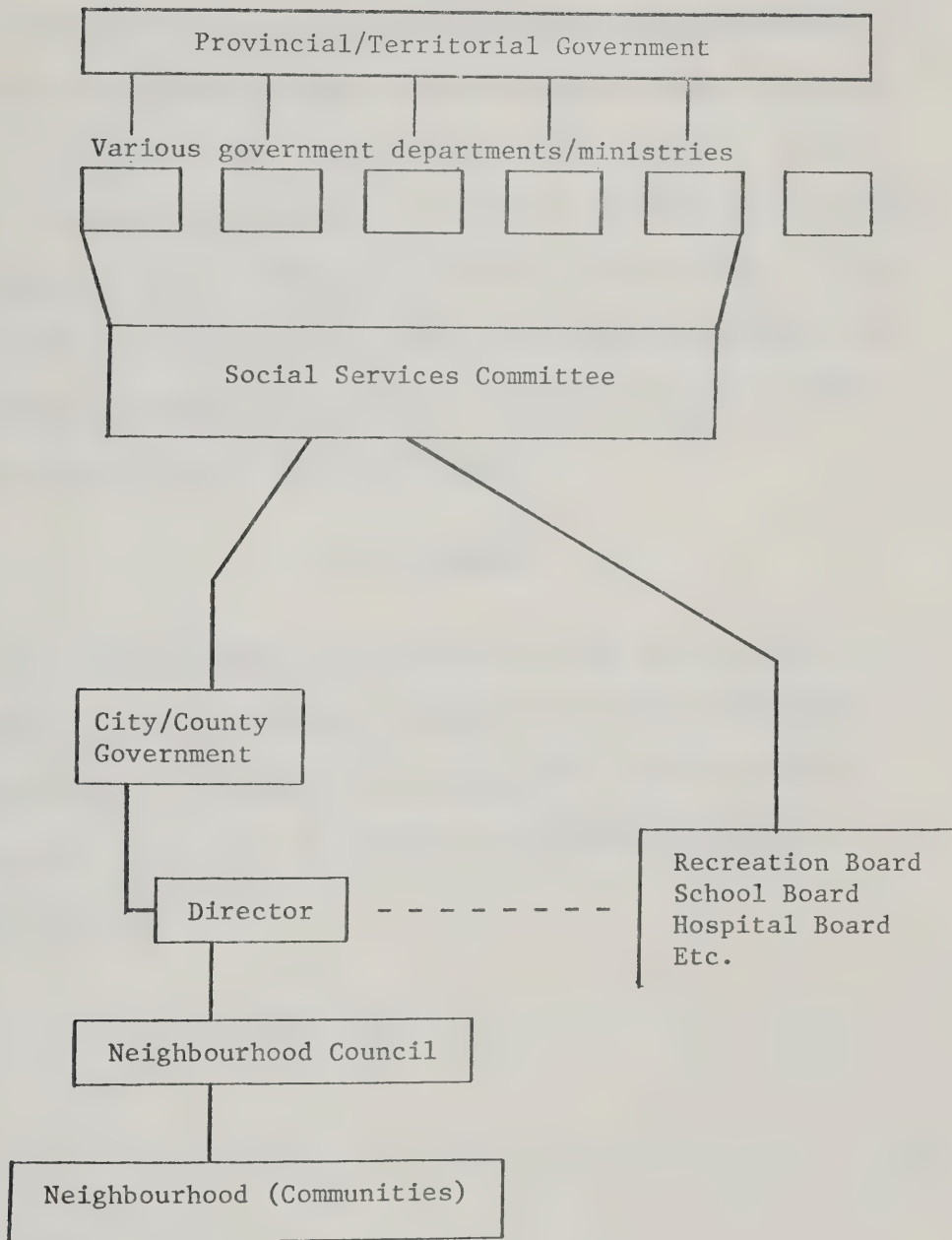


Figure 7.2

Community Education and Associated Structures: An Example

local agencies as Recreation Boards, School Boards and Hospital Boards.

The Neighbourhood Council provides the neighbourhood/City or County Government interface and the Neighbourhood Council Director attempts to coordinate the efforts of all local agencies. When a community or neighbourhood need is identified the Director attempts to meet the need through existing resources or facilities. If the need cannot be met through local means the Director instructs the City or County Government to obtain the necessary finance and/or expertise from the Social Services Committee.

IV. SUMMARY

The study findings were reviewed in this chapter along with a discussion of related American community education literature. Also included was a critique of the conceptual framework used in the study and a definition of community education conceived from the study findings.

Chapter 8

SUMMARY, CONCLUSIONS, IMPLICATIONS, RECOMMENDATIONS

Contained in this chapter is a review of the study. This includes a statement of the purpose and specific tasks of the study, an outline of the instrumentation and methodology, a summary of the major findings, some conclusions with attendant implications, and suggestions and recommendations for further research.

I. SUMMARY

Purpose of the Study

The purpose of this study was to investigate the development of community education in Canada and describe the environmental conditions which impinged upon the Department/Ministry of Education in each province and territory regarding community education.

Specific Tasks. The study purpose was divided into four specific tasks.

1. To describe community education in each of Canada's provinces and territories;
2. To describe various environmental conditions which impinged upon the Department/Ministry of Education in each province and territory regarding community education;
3. To provide an overview of community education in Canada, and

4. To compare the findings of the study of community education in Canada with some of the literature describing community education in the United States of America.

Instrumentation and Methodology

Having decided upon the parameters of the study, a conceptual framework which was considered most appropriate in satisfying the study purpose was selected. This framework included Minzey's (1974) components of community education and Hall's (1972) general and specific environmental conditions.

A questionnaire (Appendix A) designed specifically for the study solicited respondents' opinions regarding the importance of a variety of characteristics to their definitions of community education and community schools. Respondents' perceptions regarding the importance of 15 factors identified as essential to the development of community education were also checked.

In addition to the questionnaire, the conceptual framework accommodated the structuring of an interview guide (Appendix B) which contained questions related to the ways in which Hall's general and specific environmental conditions impinged upon provincial and territorial DOEs regarding community education and community school developments. The conceptual framework also facilitated the construction of profiles showing community education and community school developments. In addition, a comparison of study findings with American literature was made possible and a definition of community education for Canada was proposed.

Frequency, percentage frequency distributions and means were used to present and analyze the data generated by the questionnaire.

The process of content analysis was used in presenting interview data.

II. SUMMARY AND CONCLUSIONS

The information obtained in the study is reported in Chapters 4, 5, 6 and 7. A summary of findings and attendant conclusions for *each* chapter follows.

Summary - Chapter 4

The specific purpose of Chapter 4 was to indicate the present development of the community education and community school concepts in each Canadian province and territory. An analysis was also made of the respondents' perceptions of the importance of a number of factors considered critical to the further development of community education.

Forty characteristics of community education and community schools were identified in the literature and were in turn used to construct a questionnaire (Appendix A). In rating the relative importance of each characteristic over half of the respondents checked citizen involvement and participation in school affairs, the utilization of school and community facilities in providing community education, and basic education including high school completion programs as the most important characteristics of their definitions of community education. In addition, more than half of the respondents checked statements which identified the most important characteristics of community schools to be a facility where people are served in more ways than by regular schooling throughout the day and year, and where democracy is practiced and promoted in a community.

When all the characteristics were analysed together it became evident that the joint use of school and community facilities (component #2) was considered by over half of the respondents to be the most important component of community education. There was no clear consensus by more than 50% of the respondents regarding any component of community schools. However, the greatest number believed the joint use of school and community facilities (component #2), citizen involvement in joint problem solving and decision-making (component #6) and the provision of activities for adults (component #4) to be relatively equal in importance as components of community schools.

The data were then analysed to show the geographical distribution of responses given for the six components of community education and community schools. The findings indicated that 50% or more of respondents in seven regions (provinces or territories) checked the regular educational program for school age children and youth (component #1) as an extremely important facet of their definition of community education. Fifty percent or more of respondents in nine regions indicated the importance of joint use of school and community facilities (component #2); 50% of respondents in only one region noted the importance of additional educational recreational, cultural and avocational programs for school age children and youth (component #3); 50% or more of respondents in 5 regions emphasized the provision of activities for adults (component #4); 50% or more of respondents in two regions indicated the importance of the delivery and coordination of community services (component #5), and 50% or more of respondents in three regions emphasized the involvement of the community in joint problem solving and decision-making (component #6).

All of these priorities relate to respondents' definitions of community education.

Separate data were reported for respondents' priorities of components of community schools. Fifty percent of respondents in two regions emphasized the regular educational program for school age children and youth (component #1); 50% or more of respondents in five regions identified the need for the joint use of school and community facilities (component #2); 50% or more of respondents in two regions indicated the importance of additional programs for school age children and youth (component #3); 50% or more of respondents in four regions emphasized the provision of activities for adults (component #4); all respondents in one region pointed out the importance of the delivery and coordination of community services (component #5), and 50% or more of respondents in five regions noted the need for the involvement of the community in joint problem solving and decision-making (component #6).

These data were then used to compile profiles indicating the development of community education and community schools in Canada. On a national basis the joint use of school and community facilities (component #2) was the component respondents believed to be most important to the development of community education and community schools. On a provincial and territorial basis, however, there was a great diversity noted in the profiles regarding the development of each component of community education and community schools.

Finally, most respondents considered all items in Part 'B' of the questionnaire except one, to be 'extremely important' prerequisites for the development of community education in their particular province or territory.

Conclusions - Chapter 4

The results of Chapter 4 quite clearly indicate that many of the characteristics of community education and community schools provided in the questionnaire, were not considered by respondents to be appropriate for community education and community schools in Canada. It was notable, however, that citizen involvement in school decision-making and the utilization of school and community facilities were perceived by respondents as important facets of community education. From an interpretation of the data it would seem that the community education concept in Canada should be built around the provision of various adult activities and an efficient use of all available facilities.

The participation of citizens in school and community affairs was also noted as an important aspect of community schools. The responses to community school characteristics lead to the assumption that these schools should serve the community by providing more than just regular schooling and that they should provide encouragement of citizen participation in community affairs. The summaries and conclusions to Chapters 5 and 6 indicate that the role of schools in the community should be extended, bearing in mind the danger that exists for reducing the community schools to extensions of larger controlling organizations.

The data discussed seem to strengthen the argument that community education includes the activities of numerous institutions utilizing existing community facilities and all working to serve the community. In addition, it is clear that community schools should

become one of many agencies operating within the community education context. All of the above points were highlighted in Chapter 7 and are included again in this chapter under the summaries and conclusions to Chapter 7.

The results obtained when data were analyzed according to components, demonstrate that an over-riding definition of community education would be possible in Canada and that community schools would most likely be permitted to develop as agencies unique to their specific locations. This suggestion is based upon the observation that the majority of respondents agreed upon only one component of community education whereas the responses to components of community schools were distributed among a wider range of components. These results formed a basis for suggesting that community education should be the accepted way in which neighbourhoods arrange their priorities and that community schools become one of the agencies through which neighbourhood action is manifested.

From a geographical perspective the data clearly demonstrate the diversity of opinions concerning the importance of community education and community school characteristics.

In conclusion it seems that representatives from each of Canada's provinces and territories need to meet and discuss their various problems and ideas in relation to community education and community schools. This communication might profitably lead to a national "clearing house" through which ideas, suggestions and problems can be channelled. This would undoubtedly lead to more fruitful attempts at establishing community schools. Prior to the establishment of a national clearing house, it would be useful to

create a similar function for each province and territory so that all personnel and institutions involved in community social services for that area could be informed of each others efforts.

Part 'B' of the questionnaire consisted of 15 items considered essential to the development of community education. It was noteworthy that Government Department personnel believed it was more important for school administrators, school boards, teachers and the community to understand and support the community education concept than it was for themselves to have the same understanding. Included in this study's proposed definition of community education for Canada, however, is the suggestion that it is equally important for provincial/territorial governments, local governments and citizens generally to understand and support the community education concept. In fact, one of the major problems regarding community education and community school developments revealed by the study, was that there were many expectations and definitions of the two concepts held by respondents resulting in confusion and sometimes antagonism. Here again is another reason why it is important that a generally accepted definition and description of community education be articulated and held by all parties involved in providing community social services.

Summary - Chapter 5

Chapter 5 provided information on each of Hall's general environmental conditions and how these conditions impinged upon DOEs in each province and territory regarding community education developments.

As a new technology community education was broadly perceived as part-time evening programs offered after school hours, sometimes using school facilities, or as community involvement in various aspects of school decision-making. The main point to come out of these findings was that most respondents associated community education with the presentation of various programs and activities, usually to adult members of the community. In this respect respondents did not generally consider community education as a new technology impinging upon the philosophies and practices of the DOE in their particular province or territory.

There was a great diversity of opinions by respondents concerning community schools as a new technology. This diversity was reflected in the activities and functions of community schools in Canada's provinces and territories. Some community schools were community development oriented, some were vehicles for public forums, others were concentrated in inner-city areas and a number were considered community schools simply because of their physical location in the community.

One of the positive benefits of community schools as a new technology was that schools were being recognized as valuable community facilities available for public use. This realization also brought community school activities to the attention of a number of DOEs. Since some School Boards and/or school administrators felt threatened by the public's intrusion into schools, DOE personnel in some areas of Canada felt a need to intervene in an attempt to minimize friction between the school and its community.

A major revelation regarding community education and community schools was that most respondents used the two terms synonymously and did not make a distinction between community education as the concept or philosophy and community school as the agent through which the concept was delivered. Respondents referred to the community school as a facility used by the public and as an idea for providing more services to the community. This practice seemed to lead to confusion since different authorities in the same area held different expectations for the community school.

The DOEs in four provinces made some organizational changes in an effort to place personnel in positions where they could simultaneously facilitate community school developments and keep the DOE informed of these developments. The Northwest Territories DOE adopted the community school idea and intended to systematically convert all its schools to 'community schools.'

Legal conditions played an important role in determining DOE involvement in community schools. The DOE in each province and territory sanctioned legislation which permitted School Boards to enter into joint use agreements with other local authorities. Some DOEs also stipulated specific guidelines concerning the nature of community schools and others left all decisions related to community schools to School Boards. DOE involvement in school affairs was limited to suggestions, financial aid and consultation and the final decision to allow community use of schools lay with School Boards. However, the Quebec DOE through Bill 27 legislated community involvement in schools by directing the formation of school committees and parents' committees.

Political conditions acted upon DOEs in various ways and in some cases respondents insisted that specific examples remain confidential. Some respondents were concerned that certain individuals or community "pressure groups" did not represent the total community in campaigning for greater community use of schools. Other respondents felt that the political stance of their government forced the DOE into adopting policies that were not conducive to meeting the needs of all communities. Partisan politics were thought to have influenced the DOE in Manitoba where a rural program aimed at integrating all community services was terminated while programs aimed at increasing services through the schools in Winnipeg were encouraged.

The DOEs in most provinces were concerned about the extra funding involved in community schools. As community schools grew in number many respondents expressed a concern that the DOE in their province/territory would be called upon to "bail out" School Boards which had committed themselves to sponsoring community schools. It was noticeable that respondents were concerned about immediate financial problems and the possible long term benefits of community schools did not seem to enter into their considerations. A notable exception in this regard was the Northwest Territories DOE which claimed it was saving money by encouraging community school developments. Proponents of the Rural Educational Alternatives Program in rural Manitoba also claimed that their ideas were not adding to the regular budget of School Divisions.

Demographic conditions impinged upon DOEs in various ways regarding community school developments. The scattered populations of some areas, for example, needed help from the government to

survive and the transience of native people in other areas caused the DOE to organize its school activities according to the seasonal rather than the academic year. Community schools were perceived by some respondents as a way in which their DOE could maintain contact with people, particularly people living in inner-city areas. Declining school enrollments prompted DOE officials in at least one province to issue policy statements to the effect that school space made available through this trend should be given over for community use.

Most DOEs were encouraging the joint use of community facilities, including schools, at the community level. There was very little inter-departmental planning and building of facilities for community use although some DOEs recognized the value of multi-purpose community facilities. The DOE in one province questioned the expectation that it should participate in planning schools for future community use when it was not clear on what form the community use would take.

The multi-cultural nature of many communities was reflected in the efforts of some DOEs to accommodate the needs and capabilities of different groups by offering a wide range of educational opportunities. Community schools offered these communities and the DOE a common meeting ground upon which needs and resources could be matched. Sociological factors such as low income communities were responsible for the decision by the Manitoba DOE to provide various social services in conjunction with the School Board through its inner-city schools. The DOE in other provinces, however, was concerned that it did not 'over react' to the demands of a few individuals for more services through the schools.

Conclusions - Chapter 5

It was noted in the conclusions to Chapter 4 that study respondents identified a variety of characteristics as 'extremely important' facets of their definitions of community education. The findings presented in Chapter 5, however, suggest that respondents' definitions of community education were not consistent with what they *actually perceived* as community education in their particular province or territory. There may be a logical explanation for this.

During interviews respondents were asked what community education was in their particular province and territory and in the course of their answers they would refer to community schools. When questioned about their tendency to combine the concepts community education and community schools, respondents stated that schools were in existence and that it was more convenient and meaningful to speak of community schools, rather than making any distinction between the two ideas.

When completing the questionnaire *after* an interview there was no guarantee that respondents did not continue to carry this attitude and respond to items related to community education as if they were characteristics of community schools. Interview data certainly seem to support this contention.

Community education was not really thought of as a new technology and it was generally related to programming for adults. Respondents did claim, however, that community schools represented a new perspective in the educational field and as such they were being called upon to perform numerous functions. The inherent danger in

this belief seemed to be that some respondents were speaking of community schools as potential vehicles for the DOE in implementing its own ideas. The possibility of community schools becoming another arm of the DOE in some areas of Canada or the "political football" of some governments seemed very real indeed. Providing all sorts of services through "community schools" could indeed become an effective 'vote catcher.'

On a more positive note there was sufficient evidence to suggest that community schools were developing according to community needs and stipulations and that the DOEs' involvement was confined to assuring School Board Trustees, teachers and administrators that their autonomy and/or their expertise were not being challenged. Community schools were being appreciated by the community as facilities which should be used more efficiently and DOEs were being called upon to initiate appropriate legislation which would allow schools to enter into a closer working partnership with their clientele and general community.

In reference to the above points it did appear that a clear understanding of what community schools were to become needed to be articulated to government, School Boards and the community. This is not to deny the unique nature of community schools in various locations but it would prevent any one group from using the community school for their own ends instead of for the ultimate benefit of the entire community.

Finally, in facilitating the development of community schools the DOEs in Newfoundland, Nova Scotia, Ontario and Manitoba provide some exemplary models. Of all these models the Ontario situation

seemed to represent the most extensive network which could still be readily coordinated. The danger again of this kind of organization by government, is that local authorities and the community sometimes consider them as interference or control. Constant dialogue and actions in good faith by all parties could undoubtedly contribute to more positive results in this regard.

It was interesting to reflect upon the way DOEs reacted to community schools within the legal framework. A few claimed they had no legal right to become involved in any aspect of community schools while others appeared to go to the other extreme and in Quebec's case, actually legislate community involvement in schools. In the middle of these extremes legal conditions generally worked in the form of permitting School Boards to enter into joint use agreements with other local authorities or stipulating guidelines to School Boards regarding community use of school facilities. In view of all these developments it appears that the only action DOEs need take is to enact legislation that may be required to enable schools to work in partnership with other local authorities and agencies in serving the community.

There were varied political reasons for DOEs to stay out of community school affairs. The Alberta DOE, for instance, was not impressed with community school developments in other provinces and it decided to "wait and see" what the results of research indicated before it would commit itself in any way to community schools. The Manitoba DOE, however, acted decisively in terminating one program which was supposedly connected with a particular political party's philosophy and in directly encouraging other programs aimed at serving

the inner-city population of Winnipeg. This direct intervention by a DOE supports an earlier contention that government should resist any temptation to become directly involved in community schools. For it seems that direct intervention by government ultimately leads to increased control and the whole idea of community schools as organizations unique to their particular situations is lost.

There was a great deal of concern expressed by DOEs in relation to the funding of community schools. A number of DOEs, however, overcame any doubt about possible responsibilities of funding community schools by issuing budgetary guidelines to School Boards, outlining the maintenance and operational costs which the government would meet. Any costs incurred beyond these guidelines were School Board's responsibilities. These economic restrictions could have positive ramifications. Local authorities wishing to establish community schools would be forced to look elsewhere for means of initiating their programs, and hopefully this search would lead them into a cooperative liaison with other local authorities and agencies. It should also encourage and preserve the volunteer aspect of community schools; a characteristic so essential to building a "sense of community" through the activities and efforts of community schools.

The problems involved in establishing community schools in isolated areas of Canada were complex and it seemed that no simple solution existed. These problems were confined to Newfoundland and Canada's territories and here it seemed that DOE involvement in establishing and helping maintain community schools was essential. The Manitoba DOE, on the other hand, wanted to extend its services beyond the needs of school age children and youth since it felt that

this move was necessary to improve the students' total learning environment. While this was undoubtedly a positive goal it is suggested that the DOE be encouraged to recognize the work being done by many other institutions and agencies which were also working to improve the general living standards of the total community. This would enable all agencies, including schools, to do their own jobs well and to coordinate their efforts at providing a wide range of community services.

The question of joint use of school and community facilities produced an interesting paradox. DOEs were generally in agreement that School Boards should cooperate with local authorities in all aspects of community school programming. A number of School Board authorities countered, however, that there seemed little point in their cooperating with other local authorities when all their funds and directives came from the DOE. The implication of this situation suggests that all the efforts of DOEs and the various plans they initiate to "facilitate" school/community interaction are wasted unless they show a willingness to coordinate their efforts with other government departments/ministries.

One of the most interesting findings of the study was the way in which the many cultural groups of Canada were mirrored in many community schools. In a number of areas the DOE seemed to be cooperating with School Boards in encouraging community schools which attempted to preserve the cultural mosaic of the country. In this way the DOEs were probably performing an important service through their involvement in community schools.

Summary - Chapter 6

The purposes of Chapter 6 were to present information on the specific environment of the DOE in each province and territory, and to demonstrate ways in which the general environmental conditions impinged upon inter-departmental/ministerial relationships.

The specific environment of each DOE was referred to as the 'organization set' and was used to identify other departments and/or organizations with which DOEs interacted in matters related to community schools. Within their own provinces/territories, DOEs were most frequently in contact with School Boards, Departments of Recreation, Departments of Culture and Departments of Social Services. All of these contacts were in some way related to a common interest in community school activities and developments. Once these inter-departmental patterns of contact were identified, information related to the ways in which the general environmental conditions impinged upon the relationships was presented.

There was growing evidence of numerous government departments and other institutions becoming increasingly involved in community school oriented activities. In Alberta, for instance, the Department of Recreation, Parks and Wildlife and the Department of Advanced Education and Manpower were both sponsoring a number of community service programs that might otherwise be regarded as potential areas of community school services. There were similar situations in other provinces and territories where many departments and organizations were involved in offering a wide range of community services, usually

through their locally based agencies. The involvement of these departments and organizations in community school oriented activities was generally perceived by certain study respondents as good reasons for the DOE to restrict its activities to regular school programming. This view was not always upheld by DOE spokesmen. Some felt that other departments at times encroached upon School Board and community school fields of operation.

Respondents pointed out the legal jurisdictions of many institutions involved in delivering community services and indicated that the activities of these institutions restricted DOE involvement in community schools. In a few instances School Boards were perceived as being slow to respond to community school developments. In other cases legislative changes were requested as a result of research findings in order to facilitate greater inter-organizational involvement in community school developments.

Political conditions had a 'whip lash' effect upon DOEs in some cases. For instance, the activities of School Boards and other local agencies occasionally conflicted, but intervention by the DOE was not considered to be a prudent course of action. In these instances the DOE took a 'sideline' approach and hoped the problem would resolve itself. The DOE in some provinces contributed to conflicts of interest, by sponsoring individuals or agencies which would duplicate the efforts of existing community programs sponsored by other government departments or separate institutions. There was also the ever present problem of some agencies and professionals who perceived that their autonomy and credentials were being questioned by DOE sponsored community schools. This difficulty relates directly

to the question of who should employ community school coordinators, to whom should they be mostly responsible and what qualifications should they possess.

There was a general consensus among respondents that the DOE should not be burdened with all additional funding related to community schools although there was a dearth of positive suggestions for ways in which additional costs might be met. Departments of Recreation seemed quite heavily involved in providing some funds for community use of school facilities but this was usually confined to the sponsorship of their own programs. In British Columbia, the suggestion was made that community school costs should be isolated and made available for provincial grants. As in so many provinces, however, there was no suggestion regarding the actual mechanics of distributing these funds.

The increasing clientele for all government services, pointed to the need for greater inter-departmental cooperation. There were many institutions in different areas of Canada that were serving public needs in programs closely aligned to community school activities. A number of respondents, especially in larger Canadian cities, commented upon the fact that as people moved into larger urban or regional centres the demand for public services increased. This naturally placed a strain upon the resources of personnel and upon the existing facilities. Understandably many School Boards saw a need and an opportunity to increase the role of their schools, while some DOE personnel foresaw the futility of School Boards "going it alone."

The actions and philosophies of the many government departments and other organizations involved in community school oriented activities were important considerations for DOEs in relation to their involvement

in community schools. The very nature and degree of the community service programs offered by these institutions was a point of consideration for DOEs in a number of provinces and territories as they deliberated upon their own role in the community school arena. Examples of institutions more directly involved in community school oriented activities were Quebec's CEGEPs and Saskatchewan's community colleges. Respondents in other provinces and territories also noted the potential of various institutions and organizations to enter into community school activities.

Finally the increasing societal demands for more services from government through its various departments and agencies placed an increased onus upon government departments to coordinate their efforts. An interesting situation in this regard was observed in New Brunswick where the trend toward residing outside city taxation boundaries was placing an excessive strain upon city resources. By using facilities without contributing financially towards their initial construction and ongoing maintenance, people living outside city boundaries made it extremely difficult for cities to maintain adequate community services.

Conclusions - Chapter 6

The 'organization set' of the DOE in each province and territory included School Boards. This is not surprising since various dimensions of community schools would ultimately fall within School Boards' mode of operation. It was noteworthy, however, that on a national basis DOEs had frequent contact with Departments of Recreation, Culture and Social Services. It was considered that these contacts might reflect important implications for DOEs

contemplating their role in the community school field. This hypothesis was tested by examining ways in which the general environmental conditions impinged upon inter-organizational relationships.

The increasing amount of direct involvement by many different organizations in community school activities was a factor which many DOEs had to consider carefully in assessing their own contributions to community school developments. Some respondents claimed other organizations were providing services which only DOEs should provide and it seemed that these individuals were intent on placing the particular DOE they worked for on a collision course with whatever organization they chose. Fortunately this kind of thinking was not common but it could do much to harm the ultimate development of community education in areas where it appeared. The most logical course of action suggested, was that all organizations providing community services combine efforts to reach a wider range of clientele and needs than would otherwise be possible by a number of competing parties.

Legislative changes were called for in a number of research findings conducted in selected provinces. Basically these research data demonstrated a need for inter-organizational cooperation in relation to community use of school facilities, a step which was often considered primary to community school developments. In pointing to the need for such cooperation the research projects reminded various government departments, and particularly DOEs, that such cooperation was contingent upon facilitative legislation. In other respects DOEs

felt obliged to adopt a low profile in community school activities, especially in areas where other organizations were heavily involved.

The latter statement ties some actions of DOEs, attributed mainly to the effect of legal conditions, into the overlapping effect of political conditions. For example, respondents in several provinces and at least one territory recited instances when their DOE showed constraint rather than entering into an area of service that might be considered a move to steal another organization's clientele and/or ideas. In other instances, however, seemingly thoughtless action by a particular DOE, authorizing a duplication of services or efforts by another organization would create inter-departmental tension and ill feeling. Size and perceived power of the DOE appeared to be the major factors contributing to these problems. Education usually has one of the largest departmental operating budgets. As a large department it is seen by other departments and some community agencies as a powerful organization ready to subsume whatever power and authority it can. In addition, the DOE is looked upon by many agencies as a potential source of funds, and when these funds do not materialize the DOE is often a public scapegoat for numerous societal ills.

Another political condition resting firmly between many inter-departmental relationships regarding community schools was the question of community-school coordinators. In Nova Scotia, for example, a situation existed where the DOE, the Department of Recreation and Halifax School Board were all sponsoring their own community workers. One of the main reasons for this situation was the fact that the three organizations mentioned could not agree upon what qualifications

a community-school coordinator should have. While it was clear that all parties had some sound reasons for their stance in the matter, organizational jealousy led to an impasse in this important issue concerning community schools.

The question of funds for community schools was discussed sympathetically by many respondents. Most respondents felt that DOEs should not have to channel extra funds into supporting community schools. At the same time the effect of other factors such as legal and political conditions upon inter-departmental relationships made it difficult to resolve the issue of funding community schools. In a few cases Departments of Recreation were offering grants to help various community groups rent facilities. Legally, however, School Boards could not receive remuneration to cover maintenance and operational costs of community schools from any source except DOEs. The solution to the problem seemed simple; enact legislation allowing School Boards to recover the costs of operating community schools from whichever source they could. The route to that legislation, however, would be complex and according to some respondents, politically impossible. It would appear that a vision and belief in the potential of community schools by government was needed to overcome funding difficulties.

The rural-urban drift (which seemed more prevalent in some areas of Canada than others) was causing some concern for a number of social service institutions. This was an interesting problem in light of the fact that declining school enrollments in some areas of Ontario made school facilities available for use by other

agencies in the community (Chapter 5). If the two phenomena mentioned above could be used to create balance many problems would be solved. The situation remained, however, and some respondents observed that School Boards in a few localities were trying to cope with the process of providing for the increasing demand of basic educational services and simultaneously meeting many other needs of the community. The same respondents elaborated upon the impossibility of any one organization and its local agencies to meet all community needs. The converse situation existed in other areas of Canada.

In contrast many community schools came into being because schools were losing their school age clientele and began to counter this trend by catering to the needs of a wider spectrum of the population. In Alberta, as an example, declining enrollments in a particular rural town prompted the School Board of that area to condone the actions of one of its schools which began including adults in its clientele. These demographic conditions and the actions by the school district brought the Alberta DOE and the School Board into a mild conflict situation. This happened because the school was including the needs of adults in its normal operating budget and received funds from the DOE to cover these expenses. The ultimate problem lay in the fact that other departments and institutions were available to take care of adult needs and the DOE hastened to make this point clear. Economic and political conditions also acted upon a number of relationships within the Alberta DOE's organization set once the particular School Board's actions were discovered.

Ecological conditions acted in a unique way within the organization set of many DOEs. The philosophies of a number of organizations and their belief regarding the form and nature of community service programs were often constraints upon DOEs considering the role and potential of community schools. In Newfoundland, for example, the College of Fisheries which sponsored its own unique community schools, believed community colleges/schools sponsored by the DOE should use existing facilities rather than build new buildings. Similarly the CEGEPs in Quebec and the community colleges in Saskatchewan had their own clearly articulated mandates which the DOEs in those provinces were not prepared to challenge. The most effective course of action in these cases was for all of the organizations involved, to confer before any new programs were initiated, and to investigate ways in which additional activities, if they were needed, could compliment the existing services.

Finally, societal demands for a more service oriented government were almost crippling some forms of local government and other organizations. The need for community service organizations to cooperatively share their facilities and resources was obvious. In New Brunswick, for instance a socio-cultural trend to live on "acreage" outside the cities placed an impossible demand upon city resources. These trends were not restricted to New Brunswick, although most provinces and cities had maintained the resources to carry on duplicating efforts. In time, other areas in Canada will almost surely face a problem similar to some of New Brunswick's cities.

Summary - Chapter 7

In Chapter 7 the study findings and selected American community education literature were reviewed, the conceptual framework used in the study was analyzed and a definition of community education in Canada was proposed.

It was stated in Chapter 7 that Minzey (1974) described community education in terms of 6 components or ingredients. He suggests that these components develop in stages, that the development varies regionally and that there is usually a developmental progression from program components to process components. He also notes that a blockage in the developmental phase often occurs between the program and process states. Reasons for this blockage can range from a lack of funds designated for community education to a belief by some School Boards and school administrators that community education is merely additional programs and that it does not embrace the "process" components.

In this study the 6 components of community education were also used in analyzing various characteristics of community schools. All the items included in the questionnaire (Appendix A), whether on community education or community schools, were taken from American research and literature.

An analysis of the 40 items related to community education and community schools showed a diversity of opinions regarding their importance in a Canadian setting. This finding was consistent with Minzey's claim that "there is no one plan of development which is appropriate for all communities."

The major digression of the study findings from Minzey's component presentation of community education is highlighted by the profiles showing the development of community education and community schools in Canada's provinces and territories. Minzey's hypothetical profile shows that component #1 is most developed and that there is a gradual recession in component development. According to the profiles of each province and territory this step-like regression was not evident in Canada. In some provinces and territories one or more particular components were far more developed than the others. There were even variations in this regard but the overall picture was clear; Canadian community education developments did not follow a pattern suggested as 'typical' in America.

The summary now moves to Hall's general and specific environmental conditions.

There was virtually no agreement between the study findings related to community education as a new technology and the literature describing community education in America. In the study community education was closely associated with programming in schools and was not perceived as an all-encompassing philosophical concept as described in the literature.

On the other hand, the diversity of opinions in the literature describing community school was complimented by varied descriptions of a community school in Canada. Community school activities and functions in Canada seemed to mirror the geographical, social and cultural diversity of the country. These factors in turn contributed to the different descriptions of a community school in each province and territory.

Melby (1972) provided another perspective on technology and community education discussed in Chapter 7. Some government departments in Canada seemed to be prescribing community service programs, although a number of respondents pointed out that their departments were attempting to respond to local needs and deliver services accordingly.

Methods of actually facilitating community school developments in Canada were investigated according to Lawrence and Lorsch's (1967) Contingency Theory of Integration and Differentiation. In this regard Moore (1972) suggests three organizational patterns for the administration of community education at the school district level. These patterns were applied to the provincial/territorial level in the study and 2 of the 3 patterns emerged.

The method adopted by the Northwest Territories DOE would be considered the ideal administrative style by Moore and the methods adopted by DOEs in Newfoundland, Nova Scotia, Ontario and Manitoba would be perceived as demonstrating the least acceptance of community education by those provincial DOEs.

There was a high degree of concurrence between the study findings and the literature calling for legislative changes to facilitate community education and community school development. The major difference, however, was that legislative changes were made in America to accommodate state and Federal involvement in community education while Canadian legislation concentrated upon encouraging the joint use of school and community facilities.

The study findings also confirmed the writings of some Americans concerning the political arena of community education. Many of the

political conditions, such as guarding institutional autonomy and competition by departments and institutions for dollars, which exist to militate against community education developments in America, were also common in a number of Canadian provinces and territories.

A slightly different perspective was evident when analyzing the study findings and American literature regarding economic conditions of the environment. American authors generally conceded that some extra costs were initially involved in establishing community schools but that the return from more efficient use of community facilities eventually justified these expenditures. Most study respondents, however, were concerned about budgetary restrictions and this inhibited their department's involvement in community school developments. Many respondents also noted that their departments were not prepared to release extra funds to local authorities (particularly School Boards) for purposes other than some maintenance and operational costs related to additional programming.

The American phenomenon of increased urbanization (Minzey, 1972) was not a factor in stimulating community school developments in Canada. The increasing enrollments of young adults in post secondary educational and vocational courses in the decades following World War II, however, was a factor which precipitated the building of many tertiary educational and technical institutions in Canada.

American writers including Logsdon (1972) and Gordon et al (1972) mention the importance of inter-organizational and inter-agency cooperation and coordination of facilities and resources in meeting community needs. The same point was emphasized by many of the study respondents in relation to the activities of various local authorities

in community school developments. Interestingly, the same observation for provincial and territorial government departments/ministries was generally not made by respondents.

The growing role of citizenry in the United States (Deshler, 1972) was not a factor consistently identified by study respondents as having any bearing upon community school developments in Canada. Canada's multi-cultural nature, however, was making inter-departmental cooperation and coordination more necessary.

The next section of Chapter 7 to be summarized concerns the conceptual framework used in the study.

The organizational theory conceptual framework was considered invaluable to the present study and it is highly recommended as a framework worthy of further use.

Minzey's (1974) components of community education was a useful framework for analyzing respondents' perceptions of a number of community education and community school characteristics. It was also a useful guideline in presenting the data. The framework also highlighted elements of community education and community schools that were important in Canada. The component framework is not recommended for further use in Canada in its current form, however, since the data obtained in the present study indicate that Minzey's components of community education do not appear to be fully applicable in Canada.

The third and final section of Chapter 7 was devoted to a suggested definition of community education in Canada. Community education was defined as: *Citizen involvement in identifying and choosing alternative courses of action regarding all aspects of neighbourhood life.*

The definition differs considerably from those presented in Chapter 2 of the study. It does not depend upon the local school as a "catalyst for bringing community resources to bear on community problems . . ." (Minzey and Le Tarte, 1972:19); and it does not infer a direct association with a 'community school.'

The definition given in Chapter 7 assumes that all forms of government will adopt its ramifications (conditions #1 and #2); that Neighbourhood Councils and Directors will be appointed and/or elected (condition #3); that all neighbourhood facilities will be utilized (condition #4), that the neighbourhood school is only *one* agency *through* which the definition is expressed (condition #5); that educational and vocational needs of adults and neighbourhood recreational and leisure services fall outside the neighbourhood school's jurisdiction (conditions #6 and #7), and that the neighbourhood decides upon the additional social services it needs (condition #8).

A suggested structure for community education in any Canadian province or territory is also provided in Chapter 7.

Conclusions - Chapter 7

It was somewhat surprising that the study did not identify more similarities with American literature on community education than it did. Surprising for two reasons. First, most of the literature on community education comes out of the United States and is based on American experiences in the field of community education. Secondly, many of Canada's leading proponents of community education have studied in the United States and many more have visited the Flint, Michigan

or Eugene, Oregon, Community Education Training Centres. The so-called "pioneers" of community schools in British Columbia, Alberta and Ontario had had extensive exposure to the American community education dogma. In addition, School Board and some DOE officials from Manitoba, Nova Scotia, Newfoundland and Ontario have visited Flint, Michigan for workshops and seminars in community education.

The study findings indicate that the American model has been changed considerably in this country and adapted to suit local needs. Another factor in the unique nature of Canadian developments in community education could be the influence of Recreation Boards, and in the Atlantic Provinces, the Coady Institute.

The importance placed on various components of community education, according to Canadian study respondents, also differ from American priorities. In relation to community education and community schools, the efficient use of school and community facilities was the number one priority in Canada. This was followed by programs for adults. When comparing the different priorities concerning Canadian and American community schools it is worth remembering that historically, the school in America seems to have maintained a higher profile in society than the school in Canada. Another important perspective is the contribution of philanthropic organizations like the Mott and Kellogg Foundations to community school developments in the United States. This is particularly important when considering the community education model - Flint, Michigan. There is hardly a need for thrift or maximum use of community facilities in a city which receives millions of dollars each year to maintain its community school activities.

There are important considerations when comparing Canadian

and American community school developments and roles. Indeed, the different perspectives of study respondents concerning community education and community schools in Canada indicates the diverse needs and roles of community schools across the country.

A shift in emphasis is now taken to include a discussion of the summary of findings related to Hall's framework.

A perusal of American literature defining community education gives the appearance that writers are still not sure of what they mean by 'community education.' Consequently they include most of the ideals and problems of society in a statement referred to as a "philosophical concept." It is very difficult to argue with such statements and it is even more difficult to conceptualize ways in which they can be put into practice.

After carefully considering the study respondents' understandings of community education it is suggested that the idea in Canada was restricted to citizen involvement, including decision-making, in matters associated with schools and school systems. This perception led to the suggested definition of community education in Canada which infers that citizens should be involved in planning and decision-making concerning all the social services they need. This definition provides for the involvement of the whole spectrum of government in "serving the people" and it does not restrict the ideas of community education to schools.

The definition of community education proposed in Chapter 7 accommodates the activities of a neighbourhood school while recognizing that schools cannot and should not attempt to be the central community service agency in a neighbourhood. This decision was also based upon

the study findings which highlighted the wide range of activities of community schools in Canada.

The ideas articulated by Moore (1972) regarding organizational structures for community education were interesting and seemed to be in accord with some of the developments in Canada. However, the moves made by the DOEs in Newfoundland, Nova Scotia, Ontario and Manitoba to facilitate community school developments were not always positively received by some local authorities. It seemed unfortunate that any attempt by government to encourage community efforts were perceived by some local authorities and agencies as "more control by the government." *The* department or *The* ministry were considered "bogey men" in a conspiracy to sabotage existing programs and services at the local level. The major underlying problem seemed to be a gross misunderstanding on the part of government personnel and local authorities regarding each other's mandate, philosophies and long term objectives concerning community services. All of these matters are, of course, in direct conflict with any definition of community education.

The major difference between the study findings and the literature regarding legal conditions was that legislative changes in Canada generally affected local authorities and agencies while legislation in many American states facilitated state and Federal involvement in community education. This statement seems concomitant with earlier disclosures regarding the importance of efficient use of all facilities by local authorities and agencies in Canada, and the centralization of schools as community education delivery and coordinating systems in the United States. It did seem from the literature that state and Federal legislation in the United States

was motivated by the desire and need to channel more funds into community schools. This commitment to community schools had not been made by provincial/territorial or Federal authorities in Canada.

A problem which appeared common in the United States and Canada regarding the implementation of community education was one of jurisdictional defensiveness by organizations generally. This phenomenon was referred to as "empire building" and "professional squabbling" by some study respondents. Similar phrases were used in the literature concerning analagous problems in the United States. These factors are probably the greatest obstacles to community education in Canada. The suppositions accompanying the community education definition in Chapter 7, and indeed any definition of community education, depend heavily upon cooperation among all institutions involved. Moreover, it seems that this cooperation is contingent upon a concise articulation of each institution's mandate and activities in the field of community education. The reality of political conditions in the environment make it imperative that all governing authorities accept the basic premises (suppositions) of the community education definition suggested in Chapter 7.

The different attitude of some study respondents and opinions expressed in selected American literature concerning economic conditions seem to reflect attitudes towards community education in general. In the literature, for example, it was evident that additional costs associated with community schools were balanced with a belief that long term benefits would accrue. This vision was atypical among respondents in the study. A different ethos among Canadian and American educators is hypothesized as an explanation for the apparent visionary and risk

taking characteristics of American disciples of community education. Risk taking in this sense is associated with a willingness to commit dollars towards the fulfilment of an idea.

America's large population was another possible factor supporting community school developments in that country and Canadians should be aware of that fact when attempting to adapt American methods to their own less populated situations. A positive inducement for Canadians, however, is the existence of community colleges and Recreation Boards in many parts of the country. These agencies can contribute greatly to the development of community education in Canada through the services they already perform at the neighbourhood level.

Cultural conditions of the environment had noteworthy ramifications for community schools in Canada. Each province and territory seemed to have a different character and this was reflected in the type and function of their community schools. In Newfoundland, for example, the community school provided a link between isolated fishing communities and brought fishermen together to share ideas. Similarly the Northwest Territories' community schools welded communities together and provided common meeting areas. This point was also true of the Rural Development Council's community schools in Prince Edward Island. By contrast, Toronto's community schools helped subdivide large urban areas into smaller identifiable units. These units were often of ethnic origin. Community schools in other parts of Canada fitted somewhere along this continuum ranging from the linking nature of Newfoundland community schools to the anti-conglomerate nature of community schools in densely populated areas of Canada.

In summarizing the merits of the conceptual framework it was suggested that Minzey's components of community education did not appear to adequately "fit" the Canadian scene but that Hall's general and specific environmental conditions were valuable guides in addressing the study's issues.

Finally the definition of community education in Chapter 7 was summarized.

A conclusion would be incomplete without emphasizing that the definition proposed was based upon the writer's understanding of American literature and the findings of the present study which were confined to the perceptions of individuals considered "most knowledgeable" regarding *government* perspectives on community education. Nevertheless the opinions of those Canadians most involved in various facets of community education developments should not be taken lightly when planning future social services in each province and territory.

The definition provides for the involvement of all government and/or professional institutions in providing services to citizens. The single most important assumption is that citizens can and will *choose* the services they need. This implies true *community* involvement in decisions related to the well being of neighbourhoods, cities, provinces/territories and the country.

Another important assumption is that all parties concerned will accept the distinction between a community and a neighbourhood. One of the most outstanding findings of the study was the fact that the confusion and ambiguity associated with the word 'community' clouded many issues, caused unnecessary antagonism and greatly restricted the vision and optimism of many individuals who were trying to discern

the implications of community education.

In retrospect it seemed that the majority of study respondents believed in the potential and theory of citizen action through their communities and neighbourhoods, but that they still perceived the need for government "guidelines" and a certain amount of government "control." It is for this reason that the definition of community education in Chapter 7, rests on the acceptance of all levels of government in order to be successful.

The administrative structure suggested for putting the definition of community education and its conditions into practice was also summarized in Chapter 7.

The structure provides for a number of 'checks' to assist in coordinating the use of existing facilities. For example, any neighbourhood's needs would probably be met through the efforts of its Neighbourhood Council and Director. The Council and Director in turn, would cooperate with other Councils and Directors, local authorities and agencies in meeting specific needs. The City or County Government could act as an overriding agency to help keep the specific needs of a number of neighbourhoods in perspective. Cooperation and coordination of effort and facilities must be the primary concern of all groups involved.

The provincial/territorial structure provides an internal check on government activities. Under the present multi-departmental system individual departments have the potential to bankrupt local governments and communities by offering lucrative "matching grants" which local authorities possibly cannot afford. Add to this scenario a few more government departments offering their own "matching grants" and a

ludicrous situation develops where regional governments can never hope to become financially independent of a larger provincial or territorial government. A dependency mentality results with almost all control being in the hands of a centralized government.

It is proposed that the structure suggested in Figure 7.2 of Chapter 7 would prevent such occurrence since the Social Services Committee would police government involvement in neighbourhood affairs and ensure that government involvement was in response to neighbourhood demands and directives.

III. IMPLICATIONS

There are numerous implications arising from the study. Those related to educational administration will receive most attention in this section.

If the definition of community education proposed in Chapter 7 is to be accepted, the classroom teacher working in a neighbourhood school will need to be skilled in actually managing and directing student projects. In addition, the schools' working day and academic year should be flexible enough to allow teachers the freedom to supplement their theoretical instruction with work experience programs should they so desire. School principals, therefore, will have to view their schools as part of a larger neighbourhood educational system. In this regard principals will need to be astute administrators of their own organization in order that they might co-ordinate their school's efforts with the work of various other organizations in the neighbourhood. Principals as well as teachers will need to be sensitive to the needs of communities and the neighbourhood generally and be able

to discern the line between where the school's responsibilities end and the responsibilities of other institutions begin. The school principal will also be required to be familiar with the full teaching resources of the school's neighbourhood in addition to the skills and needs of the school's professional teachers.

School Boards will be required to coordinate their efforts with many other local agencies, often at the request of Neighbourhood Council Directors.

Implications of a less futuristic nature for schools and school systems include the definite need to make more efficient use of community facilities as part of the normal school instructional process. This is coupled with the need for school administrators to cooperate with other community authorities in making schools more available for general community use. School administrators should also be aware of the desire of some citizens to have more input into the kind and type of education their children receive. Administrators at the School Board level need to work towards tailoring formal educational programs offered through the schools to fit the general pattern of educational-recreational services offered by other organizations.

The training of teachers and educational administrators should include some of the skills of community development and more emphasis on classroom research into the most appropriate instructional techniques for a particular situation.

Divergent expectations of the community school at the provincial and territorial government level demonstrate the need to specify the actual role and purpose of the community school. The intentions and philosophies of government regarding community schools should be

clearly articulated inter-departmentally and to local forms of government and the public. Emerging from these implications is the real need for all government departments to carefully examine their role in community education remembering the implications regarding citizen involvement in *directing* and *stipulating* rather than *accepting* government service.

IV. SUGGESTIONS FOR FURTHER RESEARCH

At the time this study was conducted community education and community schools were in a state of flux in Canada.

In this respect the following general suggestions are made regarding further research into community education:

1. Longitudinal studies to investigate various aspects of all social services included within the community education concept should be encouraged. These studies could conceivably allow dissertation credit to several students from *different* disciplines such as Education, Physical Education, Recreation, Sociology, Law, Politics, Health and Social Work. Credit could be granted for work accomplished at various stages of development within the longitudinal study. A suggested time span for the study would be 5 years, preferably between provincial election years.

2. Cross-sectional studies should also be encouraged where several students from *different* disciplines (similar to those mentioned in 'one' above), work together to examine issues related to community education. Time spans in this instance could be limited to one academic year.

In light of the above suggestions regarding methods of conducting further research, the following specific topics are recommended:

1. A series of studies, including information feed-back, need to be conducted to discover what the term 'community education' means to selected personnel from provincial and territorial governments, city and local governments, semi-government institutions and autonomous colleges and universities, and citizens at large, in an attempt to arrive at an agreement upon a generally acceptable description of community education.
2. There is a need to examine the practices and policies of Government Departments and Ministries in each province and territory regarding the personnel, organizational structures and facilities used to deliver social services to the neighbourhood level.
3. There is a need to explore the viability of Inter-Departmental/ Ministerial cooperation and coordination in delivering social services to the neighbourhood level, particularly in relation to the use of multi-purpose neighbourhood facilities.
4. A study should be conducted to determine citizens' perceptions on a number of parameters including effectiveness, efficiency and appropriateness of various Government Departments and Ministries which claim involvement in the community education concept.
5. An investigation should be carried out to explore the alternatives which may exist to assist Government Departments and Ministries in becoming more "sensitive" to neighbourhood needs in order to become more closely aligned with the community education concept.

6. There is a need to examine the funding policies and mechanisms of Government Departments and Ministries concerning social services included within the community education realm.

7. A cost/benefit study of all community social service programs should be conducted provincially and territorially and within specific regions of provinces and territories.

8. An exploratory study should be conducted to identify environmental conditions additional to the ones used in the present study, and to investigate the ways in which these conditions impinge upon provincial and territorial governments regarding community education.

9. A study should be conducted to demonstrate ways in which environmental conditions may be interrelated and how these interrelationships impinge upon provincial and territorial governments concerning community education.

10. Studies should be carried out to investigate ways in which environmental conditions impinge upon local governing authorities and agencies (e.g. School Boards, Recreation Boards, Community Leagues, and School-Community Councils) in relation to community education.

11. A study should be conducted to test the appropriateness of the community education conceptual framework, suggested in this chapter, to various provinces, territories and regions in Canada.

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APPENDICES

APPENDIX A
BASIC DATA QUESTIONNAIRE

A STUDY OF CURRENT AND EMERGING COMMUNITY EDUCATION AND
COMMUNITY SCHOOL DEVELOPMENTS AT THE
PROVINCIAL AND TERRITORIAL
GOVERNMENT LEVEL IN CANADA

The Government of Alberta is interested in the development of Community Education and the Community School concept. Accordingly, it is carrying out an investigation of various aspects of Community Education and Community Schools, part of which includes a survey of the development of Community Education and Community Schools in all Canadian Provinces and Territories.

The Deputy Ministers of Education in all Canadian Provinces and Territories have kindly agreed to assist in this survey.

Would you be so kind as to provide in the Basic Data Questionnaire the information that has been requested? All responses will remain confidential, no reference will be made to individuals and the complete report for your province (or territory) will be sent to the Deputy Minister for approval before it is printed.

These questionnaires are being completed in all provinces and territories and careful answers will contribute to an accurate description of current developments in Canada. Once the study is compiled, a copy of the entire report will be sent to you.

Thank you for your cooperation.

PETER F. PROUT
PROJECT OFFICER
DEPARTMENT OF EDUCATIONAL
ADMINISTRATION
UNIVERSITY OF ALBERTA
EDMONTON
PHONE: (403) 435-5732

P L E A S E C O M P L E T E
- - - - - - - - - -

PROVINCE _____

DEPARTMENT/MINISTRY _____

CHECKLIST COMPLETED BY: _____ (name)

_____ (position)

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PART A

Instructions:

Several possible characteristics of community education and community schools are given below.

- (i) How important is each characteristic to the definition of community education, and community schools, which you *presently* hold?
- (ii) Rate the degree of importance of each characteristic you identify by placing a check (✓) in the appropriate column. If a characteristic *is not part* of your definition check NOT IMPORTANT in column 5. ALL characteristics should have ONE check mark.

Check (✓) one. Use this scale.

1	2	3	4	5
extremely important	quite important	important	slightly important	not important

SECTION ONE

IN YOUR OPINION, HOW
IMPORTANT IS IT THAT:

1. Community education encourages
citizen involvement and
participation in school
affairs;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

2. The regular school program is a
key part of the total community
education program;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

3. Community education utilizes
community resources to enhance
classroom learning;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

Check (✓) one. Use this scale.

extremely important	quite important	important	slightly important	not important
1	2	3	4	5

IN YOUR OPINION, HOW
IMPORTANT IS IT THAT:

4. In a community school, *regular school programs* are planned in partnership by school professional personnel, adult members of the community and youth still in school;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

5. In a community school, *extra curricular activities* are planned in partnership by school professional personnel, adult members of the community and youth still in school;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

6. In a community school *all* activities are evaluated in partnership by school professional personnel, adult members of the community and youth still in school;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

7. Community members who may have the expertise to conduct courses in a particular field of interest teach in community schools;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

Check (✓) one. Use this scale.

extremely important	quite important	important	slightly important	not important
1	2	3	4	5

SECTION TWO

IN YOUR OPINION, HOW
IMPORTANT IS IT THAT:

8. *Community* facilities are utilized in providing community education programs;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

9. *School* facilities are utilized in providing community education programs;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

10. Community schools serve people in more ways than just regular schooling throughout the day and year;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

11. Community schools are focal points for community activities and services;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

12. Community schools provide educational programs relevant to the entire community;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

Check (✓) one. Use this scale.

extremely important	quite important	important	slightly important	not important
1	2	3	4	5

IN YOUR OPINION, HOW
IMPORTANT IS IT THAT:

13. Community schools use the
community as a laboratory
for learning;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

14. Community schools on the
average, stay open 14 hours
a day;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

SECTION THREE

15. Community education includes
educational programs for
school age children and youth
after school hours;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

16. Community education includes
recreational and leisure
activities for school age
children and youth *after*
school hours;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

17. Community education includes
cultural and avocational
activities for school age
children and youth *after*
school hours;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

Check (✓) one. Use this scale.

extremely important	quite important	important	slightly important	not important
1	2	3	4	5

IN YOUR OPINION, HOW
IMPORTANT IS IT THAT:

18. Community education provides activities aimed at reducing school vandalism and juvenile delinquency;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

19. School age children and youth use community school facilities and equipment on a year-round basis;

☐	☐	☐	☐	☐
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SECTION FOUR

20. Community education includes *basic education and high school completion programs* for adults in the community;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

21. Community education includes *recreational and leisure activities* for adults in the community;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

Check (✓) one. Use this scale.

extremely important	quite important	important	slightly important	not important
1	2	3	4	5

IN YOUR OPINION, HOW
IMPORTANT IS IT THAT:

22. Community education includes
cultural and avocational
activities for adults in the
community;

--	--	--	--	--

23. Community education includes
programs designed to assist
adults in the community
increase their understanding
of political procedures,
processes and issues;

--	--	--	--	--

24. Community schools recognize that
the educational and recreational
needs of adults are as
important as those of school
age students;

--	--	--	--	--

25. A community school's student
body includes all of the people
who reside in the community;

--	--	--	--	--

Check (✓) one. Use this scale.

extremely important	quite important	important	slightly important	not important
1	2	3	4	5

SECTION FIVE

IN YOUR OPINION, HOW
IMPORTANT IS IT THAT:

26. Community education includes health programs for citizens of all ages;	☐	☐	☐	☐	☐
27. Community education assists residents in securing employment;	☐	☐	☐	☐	☐
28. Community education assists residents in securing social services from an appropriate agency;	☐	☐	☐	☐	☐
29. Community schools act as co-ordinating agencies for all community service organizations in the community;	☐	☐	☐	☐	☐
30. Community schools are used by service organizations for delivering their service to people in the community;	☐	☐	☐	☐	☐

Check (✓) one. Use this scale.

extremely important	quite important	important	slightly important	not important
1	2	3	4	5

IN YOUR OPINION, HOW
IMPORTANT IS IT THAT:

31. Community schools act as
referral centres by directing
community problems to
appropriate community service
agencies;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

SECTION SIX

32. Community education develops
a process for *identifying*
community needs;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

33. Community education develops
a process for *meeting* community
needs through community action;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

34. Community education encourages
citizen involvement in
community affairs;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

Check (✓) one. Use this scale.

extremely important	quite important	important	slightly important	not important
1	2	3	4	5

IN YOUR OPINION, HOW
IMPORTANT IS IT THAT:

35. Community education provides
increased opportunities for
people to assume leadership
roles within their
communities;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

36. Community education promotes
social interaction among people
with differing cultural
backgrounds;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

37. Community schools have
community-school coordinators;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

38. Community schools have local
community-school councils;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

39. Community schools practice and
promote democracy in a
community;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

40. Community schools are
operated jointly by school
professional personnel and
lay people ?

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

You are invited to add any other characteristics that are part of your definition of community education, and community schools.

Rate the degree of importance of each characteristic by placing a check (✓) in the appropriate column.

Check (✓) one. Use this scale.

41.

extremely important	quite important	important	slightly important	not important
1	2	3	4	5

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

42.

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

43.

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

44.

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

PART B

Instructions:

Several possible factors associated with the *development* of community education and community schools are given below.

- (i) From your perspective, *how important* is each factor to the development of community education and community schools in your province/territory?
- (ii) Rate the degree of importance of each factor you identify by placing a check (✓) in the appropriate column. If a factor *is not associated* with the development of community education and community schools in your province/territory check NOT IMPORTANT in column 5. ALL factors should have ONE check.

Check (✓) one. Use this scale.

extremely important	quite important	important	slightly important	not important
1	2	3	4	5

FOR THE DEVELOPMENT OF
COMMUNITY EDUCATION AND
COMMUNITY SCHOOLS,
HOW IMPORTANT IS IT THAT:

1. School administrators, including
superintendents, understand
and support the community
education concept; ☐ ☐ ☐ ☐ ☐

2. School board officials
understand and support the
community education concept; ☐ ☐ ☐ ☐ ☐

Check (✓) one. Use this scale.

extremely important	quite important	important	slightly important	not important
1	2	3	4	5

FOR THE DEVELOPMENT OF
COMMUNITY EDUCATION AND
COMMUNITY SCHOOLS,
HOW IMPORTANT IS IT THAT:

3. School teachers understand and support the community education concept;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

4. A significant segment of the community understand and support the community education concept;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

5. There are funds allocated for community schools by school boards;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

6. Department/Ministry of Education personnel understand and support the community education concept;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

7. There are guidelines issued by the Department/Ministry of Education to school boards encouraging the use of school buildings and facilities by the community;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

8. Personnel from other government departments/ministries understand and support the community education concept;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

Check (✓) one. Use this scale.

extremely important	quite important	important	slightly important	not important
1	2	3	4	5

FOR THE DEVELOPMENT OF
COMMUNITY EDUCATION AND
COMMUNITY SCHOOLS,
HOW IMPORTANT IS IT THAT:

9. There are funds allocated
for community schools by
the Department/Ministry
of Education;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

10. There are funds allocated for
community schools by *other*
government departments/
ministries;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

11. Schools employ community-
school coordinators;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

12. There is an identifiable
structure assuring representative
participation on behalf of the
community in the operation of
the community education program;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

13. School systems cooperate
with other agencies in the
joint use of community
facilities, including use of
school facilities;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

Check (✓) one. Use this scale.

extremely important	quite important	important	slightly important	not important
1	2	3	4	5

FOR THE DEVELOPMENT OF
COMMUNITY EDUCATION AND
COMMUNITY SCHOOLS,
HOW IMPORTANT IS IT THAT:

14. There is regular participation in training programs and workshops by those specifically involved in the administration of community education programs;

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

15. There is a means of performance assessment and evaluation of community education programs?

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

Check (✓) one. Use this scale.

extremely important	quite important	important	slightly important	not important
1	2	3	4	5

You are invited to add any other factors which you believe are associated with the *development* of community education and community schools in your province/territory. Rate the degree of importance of these factors by placing a check (✓) in the appropriate column.

16.

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

17.

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

18.

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

19.

☐	☐	☐	☐	☐
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

THANK YOU FOR YOUR COOPERATION

APPENDIX B
INTERVIEW GUIDE

INTERVIEW GUIDE

Note: This interview guide provides the general intent and framework of core questions used in the interviews. Actual phrasing varied in some instances, especially where neutral probes were used to gain additional information. In some cases certain questions were deleted from the interview where appropriate.

Technological Conditions

Do you consider community education and community schools as new innovations in your province/territory?

What does the term *community education*, imply in your province/territory?

Describe the characteristics of *community schools* as they currently operate in your province/territory.

Has your department/ministry made any organizational changes specifically related to community education and community schools in your province/territory?

Legal Conditions

Has legislation in your province/territory impinged in any way upon your department/ministry regarding community education and community schools?

Has legislation in your province/territory impinged upon the relationships between your department/ministry and any other organization, department/ministry which may also be involved with

community education and community schools?

Political Conditions

Have there been any newspaper articles, news broadcasts, community *interest groups*, etc., in your province/territory which may have brought community education and community schools to the attention of your department/ministry?

Have any of these "political factors" in your province/territory impinged upon the relationships between your department/ministry and any other organization, department/ministry which may also be involved with community education and community schools?

Economic Conditions

Have economic factors impinged upon your department/ministry regarding community education and community schools in your province/territory?

Have economic factors in your province/territory impinged upon the relationships between your department/ministry and any other organization, department/ministry which may also be involved with community education and community schools?

Demographic Conditions

Have population shifts been a consideration of your department/ministry regarding community education and community schools in your province/territory?

Have population shifts in your province/territory impinged upon the relationship between your department/ministry and any other organization, department/ministry which may also be involved with community education and community schools?

Ecological Conditions

What arrangements are made between government departments for the joint planning and building of facilities (including schools) for community use?

How have other departments/ministries and organizations, which are also concerned with the community education and/or community school concepts, impinged upon your department/ministry in relation to its interest in community education and community schools?

Cultural Conditions

Have cultural factors (e.g. language, ethnic groups, societal demands for more involvement in education and improved educational services, etc.) impinged upon your department/ministry regarding community education and community schools?

Have cultural factors impinged upon the relationship between your department/ministry and other organizations, departments/ministries regarding community education and community schools in your province/territory?

Organization Set

Name the major organizations, departments/ministries with which your department/ministry has contacts in relation to its interest in community education and community schools.

APPENDIX C
LETTER OF CONTACT

EDUCATION

Office of
the Deputy Minister

Telex 037-34
Executive Building
10105 - 109 Street
Edmonton, Alberta, Canada. T5J 2V

August 27, 1975.

Dear:

The Government of Alberta is interested in the development of Community Education and the Community School Concept. This interest has motivated the Department of Education to establish an Inter-Departmental Community School Committee in order to look closely at the issues surrounding Community Education.

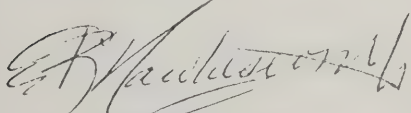
The Committee, in turn, has contracted the University of Calgary to carry out an investigation of various aspects of Community Education, part of which includes a survey of the development of Community Education in all Canadian Provinces and Territories.

The University of Calgary has engaged Mr. Peter F. Prout, Department of Educational Administration, University of Alberta, Edmonton, to conduct the national survey. It is anticipated that his survey will begin in September, 1975.

I am writing to ask for your assistance with Mr. Prout's survey. I would be most grateful for your help in identifying a person or persons within your Department of Education who are considered most knowledgeable regarding Community Education and the Community School. If you would send the names and addresses of these people to Mr. Prout, he will make contact with them to arrange for interviews.

Your cooperation in this matter is most appreciated. The results of the study will, of course, be made available to you upon completion.

Yours truly,



E. K. Hawkesworth
Deputy Minister

APPENDIX D

LETTER TO DEPUTY MINISTERS OF EDUCATION



Inter-Departmental
Community School Committee*

COMMUNITY EDUCATION PROJECT

403/284-6440

Dr. W. Glyn Roberts, Project Director
Department of Educational Administration
The University of Calgary
Calgary, Alberta, Canada

T2N 1N4

Department of Educational
Administration
University of Alberta
EDMONTON, Alberta

September 17, 1976

Mr. C.F. Moir
Assistant Deputy Minister
Department of Education
P.O. Box 578
Halifax, N.S. B3J 2S9

Dear Mr. Moir:

Thank you for your letter dated September 11, and for providing me with the names of people to contact.

I will be in Nova Scotia for four days from Tuesday, October 14 to Friday, October 17 and I would be most grateful if I could meet with you personally during that week to discuss various aspects of policy concerning community education and community schools.

Could you please select a time for this meeting from the suggestions I have provided below, and confirm this with me at your earliest possible convenience?

Tuesday, 14th	Wednesday, 15th	Thursday, 16th	Friday, 17th
9:30 a.m. -	9:30 a.m. -	9:30 a.m. -	9:30 a.m. -
10:30 a.m.	10:30 a.m.	10:30 a.m.	10:30 a.m.

I am looking forward to meeting you in October.

Yours truly,

Peter F. Prout

PFP/pk

APPENDIX E
FOLLOW-UP LETTER

ALBERTA

Inter-Departmental
Community School Committee*

COMMUNITY EDUCATION
PROJECT

403/284-6440

Dr. W. Glyn Roberts, Project Director
Department of Educational Administration
The University of Calgary
Calgary, Alberta, Canada

Department of Educational
Administration
University of Alberta
Edmonton, Alberta

T2N 1N4

September 16, 1976

Mrs. Shannon Hogan
Chairwoman
Community School Section
Ministry of Education
Mowat Block
Queen's Block
Toronto, Ontario

Dear Mrs. Hogan:

In a letter dated September 8, Mr. G.H. Waldrum, Deputy Minister of Education, Toronto, suggested that I contact you for information regarding Community Education in Ontario.

I will be in Ontario for five days from Monday, November 3 to Friday, November 7 and I would be grateful if I could meet with you sometime during that week.

Could you please select a time most suitable for this meeting from the suggestions I have provided below, and confirm this with me at your earliest possible convenience?

Monday, 3rd	Tuesday, 4th	Wednesday, 5th	Thursday, 6th
11:00 a.m. -	11:00 a.m. -	11:00 a.m. -	11:00 a.m. -
12:15 a.m.	12:15 a.m.	12:15 a.m.	12:15 a.m.

I would also be most grateful if you would identify for me, three other people whom you consider to be most knowledgeable regarding the development, and possible future, of community education in your province. It would be helpful if these people were also aware of the involvement of other government departments in community education and community schools. If you would also send the names and addresses of these people to me, I will arrange for interviews with them.

Finally, I am enclosing for your perusal, a copy of the problems which I will be discussing with you during our discussion.

I am looking forward to meeting you in November.

Yours truly,

Peter F. Prout

PFP/pk

encl.

APPENDIX F
STUDY POPULATION

Table F.1

Population For Interviews

Province/Territory	No. Interviewed		Department/Ministry, Organization
	"Top Five"	"Others"	
Newfoundland	1		College of Fisheries, Marine Engineering and Navigation
	2		Department of Education
	2		Memorial University Extension Service
		1	Memorial University, Department of Educational Administration
Prince Edward Island	2		Department of Education
	1		University of P.E.I.
	2		Rural Development Council
		1	Rural Development Council
		1	Federal Department of Manpower and Planning
Nova Scotia	3		Department of Education
	2		Department of Recreation
		2	Department of Education
		3	Halifax and Dartmouth School Boards
New Brunswick	3		Department of Education
	1		Department of Municipal Affairs
	1		Department of Youth, Culture and Recreation
		1	Department of Youth, Culture and Recreation
Quebec	2		Ministry of Education
	1		Ste Foy School Division
		1	Ministry of Education
		1	Ministry of Sport

Table F.1 (continued)

Province/Territory	No. Interviewed		Department/Ministry, Organization
	"Top Five"	"Others"	
Ontario	3		Ministry of Education
	1		Ministry of Recreation
	2		Large School Divisions
		2	Ministry of Education
		2	Large School Divisions
Manitoba	4		Department of Education
	1		Large School Division
		1	Department of Education
Saskatchewan	5		Department of Education
Alberta	2	2	Department of Education
	1		Department of Advanced Education and Manpower
	1	1	Department of Recreation, Parks and Wildlife
	1		Department of Culture
		1	Interdepartmental Committee
British Columbia	1		Department of Education
	1		Department of Social Service
	2	2	Large School Boards
	1		University of British Columbia
Yukon	3		Department of Education
	1		Technical and Vocational Trades School
		1	Department of Social Service
Northwest Territories	3		Department of Education
	1		School District

Table F.2
Summary of Population for Interviews

Province/Territory	No. Interviewed		Total
	"Top Five"	"Others"	
Newfoundland	5	1	6
Prince Edward Island	5	2	7
Nova Scotia	5	5	10
New Brunswick	5	1	6
Quebec	3	2	5
Ontario	6	4	10
Manitoba	5	1	6
Saskatchewan	5	-	5
Alberta	5	4	9
British Columbia	5	2	7
Yukon	4	1	5
Northwest Territories	4	-	4
Totals	57	23	80

Table F.3

Summary of Population Responding to Questionnaires

Province/Territory	Number Distributed	Number Returned	Number Not Returned	Percentage Return (Total)
Newfoundland	5	4	1	
Prince Edward Island	5	5	0	
Nova Scotia	6	6	0	
New Brunswick	5	4	1	
Quebec	5	4	1	
Ontario	7	7	0	
Manitoba	5	5	0	
Saskatchewan	5	4	1	
Alberta	6	6	0	
British Columbia	5	5	0	
Yukon	5	3	2	
Northwest Territories	4	4	0	
Totals	63	57	6	90.47%

APPENDIX G
STUDY TRAVEL ITINERARY

Table G.1

Summary of Travel Itinerary

Dates	City and Province/Territory
September 29, 1975 - October 3, 1975;	St. John's, Newfoundland
October 6, 1975 - October 10, 1975;	Charlottetown, Prince Edward Island
October 14, 1975 - October 17, 1975;	Halifax, Nova Scotia
October 20, 1975 - October 24, 1975;	Fredericton, New Brunswick
October 27, 1975 - October 29, 1975;	Quebec, Quebec
October 30, 1975 - November 7, 1975;	Toronto, Ontario
November 10, 1975 - November 14, 1975;	Winnipeg, Manitoba
November 17, 1975 - November 20, 1975;	Regina, Saskatchewan
January 12, 1976 - January 14, 1976;	Whitehorse, Yukon
January 15, 1976 - January 21, 1976;	Vancouver and Victoria, British Columbia
January 28, 1976 - January 30, 1976;	Yellowknife, Northwest Territories
February 3, 1976 - February 11, 1976.	Edmonton, Alberta

APPENDIX H

LETTER ACCOMPANYING TRANSCRIBED REPORTS



Inter-Departmental
Community School Committee*

COMMUNITY EDUCATION PROJECT

403/284-6440

Dr. W. Glyn Roberts, Project Director
Department of Educational Administration
The University of Calgary
Calgary, Alberta, Canada

Department of Educational
Administration
University of Alberta
EDMONTON, Alberta
T6G 2E1

T2N 1N4

March 26, 1976

MEMO TO:

FROM: Peter F. Prout,
Project Officer

I am sending you two documents in connection with the national survey of community education and community schools which I am conducting for the Government of Alberta. One document is a transcribed report of the discussion we had regarding community education and community schools in your province, and the other document is a check list.

Regarding the report, which is a *first draft summary of the facts only*, would you read the document and correct any misrepresentations you note? Include any information which you believe would add to the factual content of the final report.

The check list is a follow-up to a questionnaire you have probably already completed. It has been constructed to provide additional and more comprehensive data. Would you respond to *every* item on the check list according to the instructions provided? The time needed to complete the check list is approximately 20 minutes.

Having fulfilled my requests would you return both documents (and additional information, if any), to me by *no later than* APRIL 9, 1976? A stamped, return addressed envelope is enclosed for your convenience. Should you have any questions regarding either document please call me collect at (403) 435-5732 any Tuesday or Thursday in April.

I am extremely grateful for your cooperation and I trust that a copy of the completed report on community education and community schools in Canada will compensate in a small way for your time.

Yours sincerely,

PETER F. PROUT,
Project Officer

APPENDIX I

SAMPLE LETTER ACCOMPANYING RETURNED
TRANSCRIBED REPORTS

DEPARTMENT OF EDUCATION
FREDERICTON

NEW BRUNSWICK
NOUVEAU-BRUNSWICK

CANADA

MINISTÈRE DE L'ÉDUCATION
FREDERICTON

1976-04-14

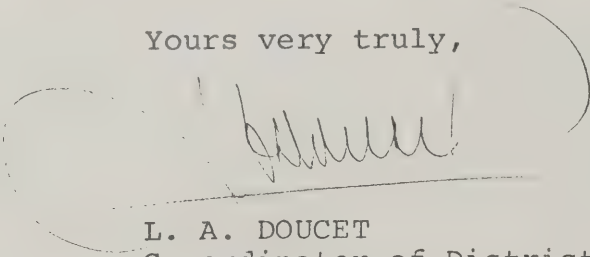
Mr. Peter F. Prout
Project Manager
Department of Educational
Administration
The University of Calgary
Calgary
ALBERTA, Canada
T2N 1N4

Dear Mr. Prout:

I am returning your questionnaire and the draft summary of facts. I have made some minor changes in the last document. I would like to point out that the new budget system of allocating money to School Boards adopted for the school year 1976-1977 will grant more autonomy to School Boards and that they will be able to establish their own priorities.

In this new budget system part of the series have been grouped and distributed on a per pupil unit basis. Once School Boards obtain their complete budget, they are at liberty to transfer funds from one account to another.

Yours very truly,



L. A. DOUCET
Co-ordinator of District
Services

LAD/mcd
Enclosures

APPENDIX J

ONTARIO MINISTER OF EDUCATION:

POLICY SPEECH ON

COMMUNITY SCHOOLS

REMARKS BY: HONOURABLE THOMAS L. WELLS
MINISTER OF EDUCATION, ONTARIO

TO: ONTARIO COMMUNITIES AND SCHOOLS
CONFERENCE

LONDON, ONTARIO

OCTOBER 30, 1974

Ladies and gentlemen, I am not here tonight to speak to you in theoretical or idealistic terms. I do not believe that the interaction of school and community is a complicated thing -- or need be a complicated thing -- and I truly believe that all of us should be on guard to prevent such terms as "community school" or "community education" from taking on the trappings of a new cult.

The school should be in the community -- and the community should be in the school. To me, that is what we are talking about.

A while ago, an acquaintance of mine spent some time looking into the community school idea on his own. He told me later that it would probably be very difficult to implement a community school concept, for a variety of reasons.

But the big reason, according to him, was that everybody has a different definition of community school -- and that there were obvious differences in approach to the community school idea depending on whether you are a member of a community group, a teacher, a school administrator, a recreation official or a government person.

But he found that ordinary citizens find the need simple to express. They want to feel free to go into the local school without too much fuss, and to gain a better understanding of the school's education program. They want to engage in various activities with their neighbours, or maybe share an hour with their son or daughter in the library resource centre, perhaps during the daytime or maybe in the evening.

No, let us not fall into the trap of talking about abstract concepts when reality is very much closer to the ground.

This is neither a new cult nor a new concept. This is a realism that has always existed in Ontario, to varying degrees, though obviously it can stand some bolstering and strengthening in today's society.

Just as an example, I recently saw "community education" described as

"A developmental process by which members of a community learn to act together to identify specific community needs or problems, and seek out resources or solutions related to them".

To quote further:

"A major objective of a community education program is to provide for maximum participation in the planning, organization and development of total community resources.

Community education concerns itself with the sum total of human and physical resources in any community, and the use of these resources to satisfy the need perceived by the community".

There is no argument to these statements. They are very perceptive, in fact. What worries me as a parent, and as Minister of Education, is that the people we wish to serve will not know what we are talking about. And it is important that they do know.

My own view is that we should stop talking philosophy -- surely we can take that for granted -- and get down to basics on talking about how we can get men and women and boys and girls -- complete families -- in a given neighbourhood involved with themselves and involved with their neighbourhood school -- and PERHAPS the two shall meet.

Above all, let us not fall into the trap of thinking that we can look at a neighbourhood and decree that the people there have needs -- and that we can help satisfy those needs, regardless of whether the people involved even know that they have needs.

That kind of approach to the community-school idea is as ill-fated as it is presumptuous in the extreme.

No. I prefer to stick to the simple idea of a school as a community centre of sorts -- relative to the interest and enthusiasm and wishes and aspirations that exist or can be engendered among people living in the neighbourhood served by the school.

For certain, much can be done to inform the citizens of any given neighbourhood of services provided at their local school -- whether such services are educational, recreational, social or otherwise. And much more can be done to rally community interest and support for new programs in the school neighbourhood.

Whether or not the local neighbourhood school is necessarily the ideal location for such activities depends on the local individual circumstance. But let us assume so, for the purposes of this conference at least.

For a few moments, I would like to revert to some generalizations -- some broad statements of objectives which I believe exemplify our concept of community school programs and the extended use of school facilities.

Specifically, the Ministry of Education supports

-- One, - programs and projects that encourage individuals or groups to use their schools.

-- Two, - programs and projects that encourage schools to use their communities as a rich learning experience.

-- Three, - activities that extend the school as a cultural, social and learning centre in the neighbourhood for people of all ages.

-- Four, - we support and encourage the involvement and co-operation of other people - oriented agencies in the local neighbourhood, such as the municipal recreation department, social services department, the local Board of Health, the Children's Aid Society, and so on.

Above all, we strongly support the idea of the local neighbourhood school serving as the catalyst towards developing a community identify, a community sense of involvement and spirit -- and a place where men and women can go freely, for whatever purpose, without feeling threatened or out of place.

At the risk of being accused of being overly simplistic, I would like to state the obvious -- that the starting point in developing this kind -- or any kind -- of neighbourhood or community school is the school principal and his staff. No community school policy is worth the paper it is written on if the principal doesn't believe in and reflect a relaxed open-door approach to parents and the public in general.

There are plenty of examples of this in Ontario. But I also must tell you that as I travel around the Province, there is one concern that parents express to me time and time again. It is that they seldom feel completely at home in their children's school.

In some schools, even when they visit on Parents' Night, they have the feeling that the gates have been opened for that evening only -- and "we may see you again in the Spring".

Parents ask why they can't find out more about what and how their children are being taught. They are disappointed if they cannot get anything more than abstract generalizations about the school's educational program.

Now obviously this kind of thing isn't universal, but I believe it is sufficiently widespread to make it a matter of great concern to anyone interested in stimulating community school development -- because to me that is where it all begins.

The principal - teacher - parent relationship, insofar as the educational program is concerned, is all-important. In my opinion, any group or individual interest in community schools should start right there.

Certainly there are many ways to develop the open door policy and take that first giant step towards a community school. One widely-used approach is to develop a volunteer program; in the past year, over 13,000 volunteers have been serving in Ontario elementary schools.

As a means of involving parents in a school's activities, a sincere and flexible volunteer program can work wonders, and lead to much better community rapport and understanding.

Another good idea -- if it is properly organized and carefully nurtured -- is to establish a school-community committee or some such school-based group composed of interested and sincere citizens and teachers, and perhaps representatives of various municipal or public service organizations which serve the neighbourhood.

And, as always, the school principal must be committed, involved and, in many respects, leading the way with enthusiasm and imagination.

This kind of group can get into such things as conducting community surveys to determine interests and needs, identifying community resources (human and otherwise) that might benefit the school's program, or helping to organize a volunteer program.

It could also be involved in discussing adult education opportunities in the area, or particular social, recreational or cultural interests or needs in the neighbourhood.

In any event, one important thing to remember about any school-community is that it must be aware of its responsibilities and parameters. There must be a clear understanding that it is advisory only.

The expectations of a group that does not understand this can easily result in resentment, hostilities, or eventual apathy on the part of its members.

I would like to point out that I see no conflict between the role of a school-community committee, attached to a neighbour school, and the role of the elected school board. In no way do the two overlap, nor should they be allowed to. In Ontario today, school boards are doing an excellent job of carrying out their educational responsibilities at the local level.

As I envision a school-community committee, it would complement the school board, not compete with it nor interfere with it.

While I place the open-door policy at the top of my list of essentials for the foundation of a community school, right behind is that well-worn term, community use of school facilities.

Today, most Ontario school boards have policies for community use of schools. In general, schools are used as needed, and there is an increased understanding on the part of educators and citizens that schools should and can be made available to community groups for a wide variety of purposes.

But still, there is a way to go yet, and I trust that community use of schools will continue to grow in Ontario.

To help encourage this, the Ministry of Education has for the past three years made it possible for school boards to isolate their costs related to community use of schools, and class them as supplementary expenditure -- meaning that they need not be subject to the Provincial education spending ceilings.

In 1972, amendment to the Schools Administration Act contained new provisions designed to provide a further major stimulus to the total community use of schools and other public facilities. The amendment made it possible for school boards and municipal authorities to work out agreements to share costs through jointly planning, building and operating facilities for recreational, cultural, educational, administrative or other community purposes.

We believe that this will continue to result in a better use of school and community facilities, and help bring the concept of the school as a focus for varied community activity close to being a province-wide reality.

Prior to 1972, numerous school boards and local agencies had developed policies and procedures to ensure the availability of their facilities to each other and to community groups. These arrangements show the spirit of co-operation and service which can exist when it comes to providing and sharing resources.

The kinds of agreements which have been developed vary according to local understanding, situation and need. This variety is reflected in the form and content of many agreements and statements.

The Hastings County Board of Education policy, for example, reflects the direction of many boards in its straightforward statements about the actual use of facilities and the terms and conditions under which specifically categorized agencies and groups may obtain such use.

Here in London, of course, we still see the benefits of one of Ontario's early agreements for reciprocal use of facilities and provision of service. I refer to the agreement between the London Board and the City of London Public Utilities Commission, of which the local parks and recreation authority is a component.

Another such agreement which illustrates the partnership aspects of facility and human resource use is the agreement between the school board and the municipal council in Etobicoke.

And there are many other examples.

All of these developments have had a positive influence on the increasing use of the school plant as a total community facility all across Ontario.

Today, there is another trend under way that will have an additional influence on this matter. It is the declining school enrolment trend which has developed as a result of a greatly-reduced birth rate.

The decline at the elementary school level is already quite marked, and will likely continue for at least another 10 years. In the 1970's, we will also see this trend hit the secondary schools.

One of the effects of this will be -- in fact, is -- that in a great many schools, some classrooms and other facilities will not be needed for regular daytime educational purposes. In other words, opportunities for daytime use of even regular classrooms for other purposes will in many cases be greatly increased.

Here let me say that it is the clearly-stated policy of the Ontario Government that first claim on unused school facilities must lie with other school boards serving the same or adjacent jurisdiction. For example, if a significant portion of a particular public school became vacant, and if the Roman Catholic separate school board serving the same area needed additional classroom space, then arrangements should be worked out between the two boards to share, lease or sell the facilities.

The converse is also true, of course -- and also with boards serving adjacent jurisdictions.

Difficult as it seems to be to work out these arrangements, it is only common sense. After all, we are talking about how to make the most efficient use of the public's money.

However, after this priority has been met, there will still be many schools that will have vacant classrooms through the 1970's and beyond. A number of boards are today considering the possibility of renting such space to community organizations.

This idea may well provide excellent insurance to school boards -- in that as one generation replaces another within a neighbourhood, the school will still be there if enrolment rises again.

In many, if not most cases, an integral part of the community school idea is the fact that there should be much more cooperation between schools and other service agencies which serve a community. These can range from recreation people to social and health workers, and can involve levels of cooperation ranging from sharing facilities in a school to just plain increased dialogue and coordination. Through this, everyone in the community can benefit and life can be enriched.

Any way you look at it, more integration of people-oriented -- perhaps child-oriented -- services makes eminent good sense. For one thing, a school and another service agency may be trying to help the same people, often in total isolation from each other. Both may be trying to assist with identical citizen requests and answer similar needs.

If we can get around the bureaucratic red tape problems -- and we should be able to do that -- we should certainly be able to increase the cooperation and rapport between schools and other social agencies.

In places where this has not been developed, it is not the simplest of challenges to try to nurture it. Impossible as it is to legislate this kind of interaction between people -- even though interests are similar -- we are going to try to help it along . . . and I will mention this further in a few moments.

This kind of dialogue has been greatly improved at Queen's Park through the establishment of the Social Development Policy Committee of Cabinet. In the past few years, there has been a significant increase in cooperation and communication among the personnel of four people-oriented Ministries -- Community and Social Services, Colleges and Universities, Health and Education, as well as the Youth Secretariat and the Manpower Secretariat. The new structure has provided a very effective vehicle for coordination and integration at the Provincial level.

Before concluding, let me make the point that attitudes are becoming more and more favourable towards increasing the kinds of school-community interaction that I have been talking about. There are numerous examples throughout this Province.

You can think of schools like Holy Rosary in Windsor, Chartland in Scarborough, Flemington Road in North York, Maple Grove in Lincoln County, Kensington in downtown Toronto, Sister Mary Clare and Grandview Gardens in Sault Ste. Marie, or Lord Elgin Secondary in Burlington.

. . . . The list goes on, and I'm sure that some of you have been making a mental list of your own as I have mentioned these few examples. The interesting thing to note is the diversity and scope of activities which these and other schools reflect in the efforts to increase school-community interaction.

Tonight I want to indicate to you a six-point policy regarding community schools. It may surprise you, but this is a statement that I believe is clear-cut, simple and uncomplicated.

It is people-oriented, not administration-oriented. It is geared to school principals, to school boards and to citizens primarily. It is designed, quite simple, to stimulate the kind of community school idea that I have been talking about in general terms.

Let me again state the obvious. We can't legislate the kind of cooperation and neighbourhood involvement I have been talking about. Participants make a program. A governmental wave of the hand -- or an administrative structure -- does not. Money can help, but it's not the major factor that makes the difference.

Community involvement and the benefits that can be derived from it cannot be bought or legislated.

If we can start from that premise, let me outline a six-point program which the Ministry of Education will implement beginning immediately.

Number One, we will create a Community Schools Unit within the Ministry of Education. There will be a small staff at the central office at Queen's Park. In addition, a Community Education Officer will be designated within all nine of our regional offices throughout the Province.

These people will not be administrators so much as resource persons -- they will be idea people who will be out in the schools, working at the grassroots level where the action should be.

The Community Schools Unit will be backed up by an Advisory Committee which will include representatives of provincial organizations concerned with education, recreation and community affairs. The Committee's main purpose will be to ensure that we have first-hand knowledge and expertise at our disposal, and that cooperation, co-ordination and advice are at a maximum.

Number Two, the Ministry of Education will provide backing to school boards who really want to get serious about community schools, or try the idea on for size. Boards of education and Roman Catholic Separate School Boards will be able to submit specific proposals for new or expanded programs, including staff needs that might be involved.

For the remainder of the present school year, 1974-75, we will support boards to a maximum of \$10,000 per approved project. We will be mailing details of this plan immediately to school boards, so that proposals can be submitted by the end of December.

The same program will be continued throughout the 1975-76 school year. Proposals should be submitted by the end of May, 1975 for programs intended for the 1975-76 year.

Number Three, we will soon initiate a project to produce a practical handbook of facts, ideas and examples related to community schools. This handbook will serve a dual function, hopefully, in serving to inform and stimulate both school principals and their staffs and interested citizens.

It will be given very widespread distribution, because I think it can go a long way to increase understanding of the exciting possibilities of community schools programs.

Number Four, we will continue to allow school boards to classify their expenditures related to community use of school facilities as being outside the education spending ceilings.

Number Five, we will officially and strongly support the idea of full community use of school facilities after regular school hours. As well, we support the community use of vacant school facilities during the school hours where appropriate, provided that other school boards do not require the space.

Number Six, we will officially and strongly urge school boards to examine their procedures and policies related to their liaison and cooperation with other agencies serving the community -- with a view to improving the lines of communication.

These are the six essential ingredients in this first phase of an active plan to encourage the development of the community school idea all across Ontario. I believe that they will work, although the human element, as always will be the deciding factor.

I cannot stress too strongly that there will be no one pattern for community schools that will emerge. There will be different rates of development, different ways of operating, and different directions taken.

People may have to reassess objectives and priorities. Some new relationships may have to be developed. In many instances, new services need not be developed -- but rather existing ones integrated and used more effectively.

And we are not talking about building new schools and new facilities to accommodate community school programs. New buildings need not be built, but rather existing ones used for some new purposes in some new ways.

I would like to close tonight with two very brief quotations -- both of which are about seven years old.

The first is from a 1968 magazine article written by Marshall McLuhan. He said:

"The walls between school and world will continue to blur. Already it is becoming clear that the main work of the future will be in education -- and that people will not so much earn a living as learn a living. The school experience can well become so rich and compelling that there will be no drop-outs, only determined drop-ins".

The second quotation is from a speech in 1968 by Thomas Wells, a Minister Without Portfolio in the Ontario Cabinet. He said:

"If the individual in today's society is to experience the satisfaction of personal growth and development, all available community resources must be channelled to this end. This is one of our major needs, especially in our urban areas where the community school concept can help lick the problems of life in a large city".

Thank you very much.

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